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ABSTRACT

A systematic investigation was conducted into the nature of interagency cooperative relationships to identify characteristics, factors, and components. Through a review of the literature, terms were defined, and incentives and benefits, facilitators, and barriers were identified. A naturalistic approach to inquiry was used to study the interagency relationship between the Department of Parks and Recreation and the Danville (Virginia) Public Schools. Data collection techniques were interviews with individuals and groups; observations of interagency programs, staff meetings, meetings between key staff and others; document analysis; and "shadowing" of key staff. Findings are reported and discussed in the final two sections of the report. The first of the two sections presents (1) information about the city of Danville and its community services; (2) data gathered for the study, including staff roles and attitudes, relative influence of each organization, costs and benefits of the interagency relationship; and (3) "A Day in the Life of...", a description of the community education coordinator. The final section first compares findings with the general review of the literature on interagency relationships. Each category summarized in the literature review is contrasted and compared with the findings in Danville. Responses are then provided to the five research questions that served as framework for the study. (YLB)

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AN INQUIRY INTO RELATIONSHIPS BETWEEN HUMAN SERVICES AGENCIES: DANVILLE (VA)

conducted for

The Mid-Atlantic Consortium for Community Education

by

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December 1981

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INTRODUCTION

Background

In September, 1980, staff members of the Bureau of Educational Research (BER) and the Mid-Atlantic Center for Community Education (MACCE) at the University of Virginia presented a research proposal to the Danville Community Education (CE) Administrative Council, requesting permission to conduct a study of interagency relationships in Danville, VA.

Interagency cooperation and collaboration are key components in the community education and human services field, and there is a growing body of literature on some aspects of the subject. However, no case studies seem to be available which detail specific relationships.

The need for research in this area recently was documented (Gansneder et. al., 1980). This study reported responses from members of the National Community Education Association (NCEA) concerning their perceptions of research needs in the field. Of the six research needs ranked highest, three involved aspects of interagency cooperative relationships. This study, therefore, is an attempt to respond to part of these identified needs.

A search for a site for the investigation was based on two criteria: 1) identifying a community where two focal agencies had demonstrated support for the interagency approach; and 2) funding a program in which MACCE staff had been involved, at some level of operation. Thus, the nature of the interagency relationship which has existed between the Department of Parks and Recreation and the Danville Public Schools since 1972 and the MACCE's interest in continuing its relationship with those agencies and Danville's CE program were the major reasons that Danville was selected as a desirable site in which to carry out the study.

Purpose

The purpose of the study is to conduct a systematic investigation into the nature of interagency cooperative relationships. Through the use of research questions as a framework for the inquiry, the characteristics, factors, and components of such a relationship are identified.

Five research questions were a guide for this study:

1. How is interagency cooperation/collaboration defined by each agency official? in the literature?
2. What do the agencies see as the advantages and disadvantages of the cooperative relationship?
3. How important to the continuation of the cooperative relationship are program parameters? environmental factors? program processes?
4. What is the extent of each agency's commitment to the cooperative relationship?
5. How have different groups in the community (e.g., clients of the agency, non-clients) reacted to the cooperative relationship?

Definitions

Interagency relationships, as a concept, has been defined by various theorists in widely differing ways. Levine and White (1961) believed that a key component of such relationships is exchange, by which they meant a voluntary activity involving two organizations, the activity having consequences for the achievement of the organizations' goals. Homans (1958) helped frame the central notion of exchange theory, when he noted that material and non-material goods are the main elements involved in the

social process of exchange. Ringers, Jr. (1977) described "interagency programs" as "two or more agencies (which share space, staff, costs and/or other resources" (p. 7).

Some writers have used the term "cooperation" in describing such relationships. Others have preferred coordination" or "collaboration." While there is a lack of clear agreement as to definitions, the differences seem to depend on the amount of sharing or exchanges between agencies. A "sharing continuum" would have cooperation at one end, collaboration at the other, and coordination in the middle. Cooperation would involve fewer shared arrangements, and collaboration would involve many.

Shoop (1976) saw cooperation as involving "interaction" and "mutual benefit" to all involved (p. 8). Aiken, Dewar, DiTomaso, Hage and Zeitz (1975), on the other hand, thought of cooperation as a set of attitudes, requiring "mutual understanding, minimum shared goals and values, and ability to work together on a common task" (p. 9). Cook (1979) defined cooperation as an "association for mutual benefit" (p. 4). Parson wrote that role definition and communication are the concepts central to cooperation, and he gave as an example the provision of a community agency's services through a community school, with both organizations "still maintaining their separate identities" (1975, p. 22). Black and Kase (1963) were of the opinion that cooperation involved informal understandings and politeness across organizations.

Coordination seems to involve more exchanges between agencies than does cooperation. Aiken, et al. (1975) believed that agency coordination included a service system with comprehensiveness and compatibility of all elements, and cooperation between staffs and agencies. The elements which they saw as needing coordination were programs/services, resources, clients

and information. Denton (1975) described coordination in very comprehensive terms, indicating that it included joint purchasing, joint planning, coordinated use of buildings, permanent staff liaisons, and ultimately the merger of the two systems or agencies. Wood (1980) listed five functions of interagency coordination: shared program information, shared client recruitment, shared resources, joint programming, and joint operations. Black and Kase (1963) contrasted coordination with "integration", they saw coordination as involving fewer exchanges than information, but still maintaining a willingness to share and to see that the job got done with a reduction in duplications between agencies. Davidson (1976) thought that coordination was the "process by which two or more organizations make decisions together" (p. 118). He added that it requires joint decision making and continuing interaction of the decision makers, that it involves costs and benefits to all parties, and that some interests are advanced and others not, in the process.

Finally, collaboration has been viewed as similar to cooperation and coordination, except that it involves high levels of exchange. Eyster (1975), for instance wrote that collaboration "means more intensive, long term, and planned concerted efforts by community organizations than are usually implied by the terms interagency coordination or interagency cooperation" (p. 24).

In addition to defining the concept of interagency relationships, some writers described the boundaries and critical variable involved. Levine and White (1961) delineated four dimensions of exchanges: the parties to the exchange, the kinds and quantities being exchanged, agreements underlying exchanges, and the direction of the exchange. Gansneder, Rochen, Mallory, and Kaplan (1980) attempted to develop a data management system

for Community Education, and broke out these relevant interagency relationship variables: degree of shared decision making, and interagency involvement (in such areas as policy formation, program planning, program implementation, program evaluation, program participation, and program referrals).

Marrett (1971) described interagency relationships among social service organizations, and identified degree of formalization and degree of intensity as two significant boundaries of interagency relationships. Guetzkow (1966) sought a framework within which to study interorganizational relations, and listed three ways in which organizations relate to others:
1) interpenetration of organizations (simultaneous membership in two organizations, certain people serving on the boards of several organizations, and, interestingly, ideological penetration, such as the case of a professional organization instructing its members how to act in their parent organiztions);
2) interaction at the boundaries or organizations (communications with other organizations or constituents of other organizations, labor-management relations, etc.);
3) interactions through supraorganizational processes (these are more formal relationships, such as were formed when many nations of the world agreed to begin the United Nations, and on a more national level, the interactions which occur through regulatory commissions, brokerage houses, Conciliation and arbitration offices, the courts, etc.).

Litwak and Meyer (1966) listed four principles of communication in mechanisms of coordination: the principle of initiative, the principle of intensity, the principle of focused expertise, and the principle of maximum coverage (meaning that improved coordination will occur when a communication procedure exists that reaches large number of groups).

Lastly, Adams (1980) described a different aspect of the interorganizational dynamic: boundary role persons. Adams looked at organizations as existing in turbulent environments, and felt that their interactions take place at the organization boundary. The boundary is not a wall or a fence, but rather people who represent the organization to the outside world. Such people are typically more psychologically distant from the organization than are others, he argued, and they need this distance to represent accurately the attitudes and values of those in their organiztion, while at the same time being able to give necessary feedback to their parent organizations. Adams listed five kinds of boundary activities: transaction of the acquisition of organizational inputs and disposal of outputs (such as purchasing agents, salesmen, bank loan officers), filtering inputs and outputs (personnel interviewer, materials inspector, admissions officer), searching for and collecting information (this very important function is carried on by all boundary role persons, who are put in positions of having to be selective about the information they report), representing the organization (product advertising, public relations, lobbyists, media representative, etc.), and protecting and buffering the organization (all organizations, indeed all organisms, protect themselves from external disruption; examples are security guards, receptionists, ticket controllers, checkout clerks, floor walkers, etc.).

The concept of interagency relationships is a central one in Community Education. It is described in most texts and brochures as such. Decker (1977) listed interagency cooperation, coordination, and collaboration as among the six basic Community Education components. Thomas, writing in the August, 1980 State Leadership News in Community Education, stated: "Interagency cooperation is [illegible] as a cornerstone of Community Education.

Anyone who espouses Community Education must know what interagency cooperation means" (p. 5). Wood, writing in the same issue, agreed that (what he called) inter/intra-agency collaboration is one of the "key process elements" of Community Education, but he argued that the term "interagency relationship" is far from clear (p. 3). Some clarity concerning its meaning is necessary if the concept is to be applied to an actual on going relationship.

Incentives and Benefits

In addition to listing various ways of defining and understanding the nature of interagency relationships, a wide range of incentives for coordination is mentioned in the literature. These incentives fall under three general categories: the need for exchange of resources, usually caused by a scarcity of same; the need to make better use of existing resources; and changes/pressures from the environment fostering coordination.

Need For Exchanges

Those who believe that interagency coordination results from the need to exchange resources usually cite the "scarcity hypothesis" first put forth by Levine and White (1961). Levine and White studied 22 health organizations in New England, looking for factors which might explain successes and failures of coordination. Simply put, they found that organizations which lack sufficient resources to meet their goals were likely to engage in exchanges with other organizations. Other factors also affect the tendency to coordinate they found, such as the source of agency funding, type of agency, and ability of two or more agencies to agree on their respective domains. The use of a common board for two or more agencies did not enhance coordination efforts, according to their study.

Kaplan and Warden (1978) also noted the economics of scarcity as an incentive for coordination, especially among public school systems. In a time of growing concern over rising public expenditures for human services and demands for reduced property taxes by the electorate the public schools have become increasingly aware of the advantages of coordination and collaboration.

Evan (1966) and Wood (1972) agreed with Levine and White concerning the importance of scarcity. They also viewed coordination as a process of exchanges, and argued that the shortage of needed resources is associated with increased coordination between agencies. Finally, Kaplan (1975) cited the decreasing number of school bond issues approved by the voters as an additional push toward public school coordination of services and resources.

Adamek and Lavin (1969) looked at the scarcity hypothesis, and came up with an alternate view. They did research on 321 health and welfare agencies, testing the relationship between scarcity of clients, staff and nonhuman resources, and the degree of interagency coordination. Concerning clients, they found that there was a direct relationship between the amount of exchange among organizations and a lack of client scarcity (in other words, organizations with no lack of clients tended to initiate exchanges more often than did those with a scarcity of clients). They also found no relationship between the scarcity of staff and tendency to exchange among organizations. It was only when they looked at the nonhuman resources of agencies that they found a relationship between scarcity and levels of exchange. They concluded that it is an oversimplification to state a direct relationship between resource scarcity and coordination. Rather, they believe there may be a curvilinear relationship, in that those organizations which have the fewest resources tend not to enter into

exchanges, and those with great amounts of resources also tend to avoid exchanges. Organizations with a relative abundance of resources (relative, that is, to the great number with a scarcity) may enter into coordinating relationships more frequently than others.

As a way of explaining their findings, Adamek and Lavin suggest that there may be a confidence factor involved. In order to honor one's agreement to complete an exchange, an organization may have to maintain more than a subsistence level of resources. On the other hand, those agencies which are relatively rich apparently have an abundance of confidence in their ability to meet their own needs.

Improved Resource Utilization

Related to the notion of scarcity and need for exchanges in order to fulfill organizational goals is the concept of efficient resource utilization. Even those organizations which are not facing critical funding shortages often appreciate the need to improve their resource utilization, and to do so provides incentives for interagency coordination in some cases.

Ringers, Jr. (1977) noted that the public schools' interest in "recycling" school space, especially in a time of declining enrollment, has been an incentive for interagency coordination. In addition, our increased appreciation for energy conservation needs has led some to share facilities. Cook (1979) pointed out that the duplication of services and fragmentation of programs seen in some communities has led to interagency relationships. She added that a joint approach to funding sources has also been attractive to some agencies, as they perceive such approaches enhance their chances for receiving funding.

Kaplan (1975) added that, in a time of declining resources available for human services, the awareness of utilizing resources is especially high. Thus, school buildings which are open only 50% of the time are seen as wasteful, leading some school systems to seek arrangements with other organizations for shared facility use. The theme of reduced duplication of services was also noted by Eyster (1975).

Environmental Changes and Pressures

The third category of incentives for interagency coordination involves the external environment. Unlike the first two kinds of incentives, which focus on intraagency and interagency factors, this area includes a number of issues which are largely if not totally beyond the organization's control. In the view of some, environmental issues are the most important factors in determining interagency coordination.

An example of an environmental change or pressure affecting interagency relationships was cited by Golder, Jacobs, Murray, and O'Dea (1975). From their study of a state college and its move into the CE field, they learned that the major incentive for coordination was the increasing and complex nature of community problems experienced in the area, problems which required a coordinated and comprehensive treatment from a number of agencies and individuals.

Terreberry (1968) provided one of the most oft-quoted arguments in favor of an environmental approach to understanding interagency relationships in her paper on organizations and "turbulent environments." She concluded that it was the behavior of other organizations, as well as the rapid rate of change in the organization's field, which created incentives for interagency relationships. Increasing change, she said, leads to decreased

predictability and autonomy on the part of each organiztion. This leads to increased reliance on each other to deal with these external factors.

Black and Kase (1963) cited a number of reasons for increased interagency coordination, including the growing demands of the populace for increased levels of service. Aiken, et al. (1975) suggested that environmental forces may play the role of applying pressure to organizations to initiate cooperative relationships. Client groups and community elites were noted as especially potent sources of community pressure.

A number of other environmental factors have been mentioned, including crisis situations which require coordinated efforts (Litwak & Hylton, 1962), the growing national interest in coordination (Eyster, 1975), social and environmental changes (Hasenfeld and English, 1974), and the growing appreciation for the interrelatedness of social problems (Black and Kase, 1963). An alternative to the "turbulent environment" thesis put forward by Terreberry was offered by Aldrich (1975), who argued that it is in stable environments that organizations are most able to coordinate. He wrote that only in stable settings were formalized relations among organizations possible.

Levine and White (1961), from the study of health organizations, identified another environmental factor: the support base of the agency. Corporate organizations (those which delegate authority downward from a national to state or local level) were less involved in local interagency arrangements than federated agencies, which delegate power upwards to the state or national levels. In a similar finding, Litwak and Hylton (1962) noted that agencies which are primarily reliant on the local community for funding are more inclined to coordinate than are those with state and/or federal funding sources.

Some writers have offered other ideas on incentives for interagency coordination. Aiken and Hage (1968), for instance, hypothesized that agency complexity and diversity was an important determinant, in that complexity leads to innovation, which leads to new programs, which require new resources and a perception of interdependence among agencies. The major themes running through the literature, concerning incentives for interagency coordination, are the three cited above: scarcity of resources and need for exchange; the need to make better use of resources; and changes or pressures from the environment.

Facilitators

A number of writers and researchers have tried to identify specific facilitators for interagency coordination. That is, even when conditions are present which provide incentives for coordination, coordination does not necessarily occur. Certain factors within and between organizations have been identified as playing useful roles in the actual facilitation of coordination.

Reid (1964) looked at delinquency prevention programs, and found fairly small amounts of coordination present. He noted that the conditions which appear to facilitate coordination are, 1) share goals among agencies, 2) complementary resources, and 3) maintenance of efficient mechanisms for control of exchanges. Aiken and Hage (1968) looked at the same variables but came up with a somewhat different conclusion. They agreed that complementary resources between agencies is useful, but found that agencies sought out others with different, not similar, goals. They believe that such combinations tend to reduce the likelihood of diminished autonomy.

Litwak and Hylton (1962) suggested that the use of a coordinating agency (such as a community chest) can facilitate coordination between

agencies, taking advantage of their objectivity and lack of direct stake in the coordinating effort. As they saw it, the key question was how to increase cooperative and coordinating behavior between agencies, while still assuring them autonomy. In a somewhat similar vane, Ringers, Jr., (1977) suggested that a middleman, or "enabler" can play an important role in bringing together key people from each agency to work on coordinating efforts. Eyster (1975) suggested the same approach, adding that the middleman or catalyst could provide the careful training of those in leadership positions which genuine cooperation requires.

Shoop (1976) emphasized the process of discussing interagency relationship formation as a key factor in overcoming likely barriers. He stressed that a focus during the early stages on such issues as trust, underlying philosophical bases, and mutual needs assessment of clients, can be helpful in fostering and shaping coordination. Denton also favored actions which emphasized the process of coordination, citing the need to establish non-threatening situations in which agency staff members could get to know one another. Cook (1979) also looked at interpersonal issues, and noted that no element may be more central to facilitating coordination and overcoming barriers than that of trust.

On a different level, Warren (1967) suggested several steps to coordination including 1) use of common data banks, 2) prompt communication of proposed program or policy changes between organiztions, 3) feedback procedures among community organizations and clients, 4) procedures to improve the resource allocation among community agencies, 5) overlapping board and committee memberships across organiztions, 6) interaction of community staff with one another including ad hoc collaborative arrangements, and 7) procedures for joint planning and decision making among agencies.

White, Levine, and Viasak (1969) took a position similar to that of Litwak and Hylton (1962), in advocating a mechanism for facilitating exchanges. They suggested that an exchange network be set up to enhance the rational delivery of services (e.g., a patient may be moved from a psychiatric hospital to a half-way house, requiring cooperation between the sponsoring organizations). And Denton (1975) suggested that putting an emphasis on publicizing successful coordination efforts can facilitate future arrangements.

The list of facilitators can perhaps be understood most easily by looking at it from two perspectives. Some of the writers looked at the question from a "process," interpersonal point of view. Shoop (1976), Cook (1979), and Denton (1975) emphasized the need for trust, non-threatening situations, exploration of mutual interests and differences between the key people involved. Others, like Litwak and Hylton (1962), and Reid (1964), spoke to the need for formal mechanisms, such as coordinating agencies, enablers or middlemen (Ringers, Jr., 1977, Eyster, 1975), clearly defined steps to be followed (Warren, 1967), or degree of similarity or difference between organizational goals (Reid, 1964, Aiken and Hage, 1968). This distinction between personal and organizational variables is often seen in the organizational literature, and provides distinctly different ways of approaching organizational and interorganizational analysis.

Barriers

With a long list of facilitators and incentives for coordination, one might assume that interagency coordination is the rule rather than the exception. It is not. As Greiner noted (1978), many practitioners, like CE professionals, express support for coordination efforts, but little

actual coordination takes place. To understand why this appears to be so, the barriers to, and perceived costs of interagency coordination must be understood.

Organization Autonomy

Several writers noted that a concern for autonomy is expressed by many who are asked to coordinate agency services. Shoop (1976) pointed out that, from the schools' point of view, there is a fear of outsiders which leads to a protective, less-than-cooperative stance. Aiken, et al. (1975), noted that certain barriers seemed to be built into the human service network, such as organizational autonomy, professional ideologies, conflicts among client groups and conflicts over who has control of resources. Kaplan and Warden (1978) said that the most fundamental obstacle was the fact of ideologies and "entrenched political processes" which separated education from other governmental functions (p. 212).

Denton noted the tendency toward organizational autonomy and said it was also seen in staff members, who tend to view coordinative efforts as threats to their own autonomy. Hasenfeld and English (1974) expanded on this theme, noting that organizations often develop segmentally, reflecting the ideologies and interests of those who promoted them initially. Such incremental often disjointed development can make coordination quite different.

"Turf Protection"

A barrier which is related to autonomy has to do with the tendency on the part of agencies and staff members to protect what they perceive to be their turf. Eyster (1975) described the efforts among many in the public

schools to protect the school buildings from outside use. "Placeboundedness" was his term for this attitude, and it has to do not only with protecting facilities, but also with the general notion that education, and only education, takes place within the walls of a school building.

Greiner (1978) described a great deal of competitiveness he witnessed in the CE field, as it relates to recreation. He found that those who supported programs which stressed cooperation often seemed to be looking for programs to take over, to be initiating programs already offered in the community. Goldhammer suggested that educators have worked long and hard to build up a strong national support base, and they may feel threatened by a change which seems to suggest an altered role and a perceived challenge to that support base (quoted in Kaplan and Warden, 1978, p. 213). Denton (1975) also agreed that turf protection and poltical sensitivities were common barriers to effective coordination.

Organizational Size

A third kind of barrier mentioned in the literature concerns the size of the organization. Reid (1964) argued that large agencies, like school systems, develop specialized departments for various problems and needs, which can result in the feeling of self-sufficiency. Eyster (1975) agreed, noting that from his study of over one hundred projects focusing on inter-agency coordination, there was a tendency toward less coordination as agency size increased. Aiken and Hage (1968) found no such correlation in their study, however.

Other Barriers

Several other barriers, and perceived costs of coordination, have been

cited in the literature. Litwak and Hylton (1962) found that the perceptions of those in key organizational positions play a major role, and that when such people perceive very little interdependence between their organization and others, then little coordination will result. Denton (1975) added an element rarely mentioned, history. Organizations which have attempted and failed to coordinate over the years have a built in barrier, he found. Levine (in Demone, Jr., and Harshbarger, 1974) listed four impediments to coordination, including lack of hierarchical authority, different organizations, and different authority systems concerning client referral, professional standards and procedures. Warren identified two perceived costs of coordination: low levels of innovative behavior, and few peaks of excellence by staff members. Finally, Eyster (1975) identified time constraints, different personalities, different degrees of commitment to services, and the political nature of most organizations as constraints to the coordination process.

METHODOLOGY

The study used the naturalistic approach to inquiry, in which research questions guided the overall work, but the areas being investigated were permitted to become more clearly articulated as the study progressed. That is, the study took on "a life of its own." This "life" always was within the basic framework of the study, understanding the nature of interagency relationships in Danville. Whenever questions other than those initially posed arose during the investigation, they were pursued. Thus, the research team took an open-ended approach, pursuing leads, people, documents, and themes which emerged as part of the study.

Naturalistic inquiry was selected for use as the methodology because it provides opportunities in a systematic fashion for researchers to explore the richness, the relationships, and the underlying tensions and glue which cause stress and disruption or which bind the organizations together. To explore relationships between entities as complex as a public school system and a parks and recreation department, an immersion into the day-to-day activities and behaviors of the key actors was necessary. Naturalistic inquiry was seen as the most appropriate method for this kind of exploration.

The use of the naturalistic inquiry method is relatively new in the field of education, although the approach employs techniques and strategies which have been utilized for decades in such fields as anthropology and sociology. Naturalistic inquiry may be understood by contrasting it with the more frequently used experimental research method (see Table 1).

Key Actors

The study was shaped by the ideas and interests of the key individuals

Table 1

Comparison of Experimental and Naturalistic Approaches[1]

	Experimental Approach	Naturalistic Inquiry
Philosophical Differences	Concerned with facts, causes, states of reality which can be measured and compared	Sees reality as subjective, it what people imagine it to be, the concern is with describing and understanding social phenomena
Inquiry Paradigm	Sees world as made up of variables which can be isolated and controlled to see the effects of a change in one area on another	Immerses itself with an open mind, cross checks one's perceptions with others, seeking convergence
Purpose	To test a hypothesis and verify it or not verify it	To discover perceptions of reality
Stance	Takes a reductionist stance, seeking data for a small sample of reality; a focused, singular view	Takes an expansionist view, a holistic view, it is open minded, exploratory
Style	Interviews, manages, manipulates	Selects members of an audience watches for aspects considered critical in importance
Reality	There is one reality, to be sought and identified	There may be many realities with each having several layers, existing in the minds of individuals, and changing over time
Values	Sees world through one value framework, assumes inquiry to be value-free	Sees values as part of the inquiry which shapes the work, takes a pluralistic view
Setting	Laboratory	Natural environment
Context	Controls for the context, excludes the context in data, or withdraws from it	Includes context, finds it relevant

Table 1 (Continued)

	Experimental Approach	Naturalistic Inquiry
Methods	Seeks agreement between two or more equally competent observers, to gain an objective appraisal	Seeks confirmability, agreement from a variety of sources

[1]Adapted from Guba, E. Toward a Methodology of Naturalistic Inquiry in Educational Evaluation, 1978.

most centrally involved in the two organizations, consistent with the naturalistic inquiry method. There is no one reality, according to naturalistic inquiry, rather there are many realities, and they vary with the people involved and the situations in which the individuals find themselves. Thus, it was important at the outset for the researchers to gain at least an initial feeling for the concerns, interests, and assumptions of key people, and to let those individuals know of our interest in doing so. An additional benefit of this step was the help it provided in the researchers establishing rapport with the staff members involved.

Initial meetings with key people took place during the initial visit to Danville in September, 1980, and during a two-day follow-up visit in October, 1980. During these meetings, the researchers and several members of the public schools staff dined together and spent time in informal discussions, sharing some ideas and questions about the study. In addition, formal interviews were held with the Superintendent of Schools, Director of Parks and Recreation, Director of Career and Vocational Education, Adult and Continuing Education (to whom the coordinator of Community Education reports), the two Community School Program Supervisors, and the Coordinator of CE. The focus of these interviews was on the nature of each person's involvement in the interagency relationship, in their respective organizations, and in their interests in the study's outcomes.

Subsequent on-site visits were made to Danville to continue the interaction with key actors in the interagency relationship. A list of key actors is presented in Table 2.

Data Collection Methods and Procedures

Four types of data collection techniques were used:

Table 2

List of Key Actors

Danville Public Schools, Central Office:

Dr. Tom Truitt, Superintendent
Dr. Jack R. Lewis, Jr., Director, Adult and Continuing Education, Career and Vocational Education

Danville Public Schools, Principals:

Nancy Ingram, Bellevue Elementary School
Gordon McCubbins, Bonner Junior High School
David Crews, Langston Junior High School
Bernard Ladd, Johnson Elementary School
Robert Haskins, George Washington High School
Ron Hutchinson, former principal, Gibson Elementary School
former principal, Bonner Junior High School

Danville Parks and Recreation Department:

John Gilstrap, Director
Leticia Lindsey, Assistant Director

Community Education Program:

Jackie Rochford, Coordinator of CE
Marsha Gardner, Community School Program Supervisor
"Dit" Newnam, Community School Program Supervisor
Leon Watkins, Custodian, Bonner Junior High School
Danny Ellis, Custodian, Langston Junior High School

City Council:

Stony Bolton

School Board:

Robert Wiles (former member)

Others:

Doris Pritchett (VPI & SU Extension Service)
Sellers Parker, Jr. (YMCA)
Dr. Max Glass (Danville Community College)
Lalor Earle (Danville Area Council of Community Services)
Steve Parson (VPI & SU Community Education Program)

1. Interviews with individuals and groups
2. Observations of interagency programs, staff meetings, meetings between key staff and others (e.g., professionals, citizens)
3. Document analysis
4. "Shadowing" of key staff through a major part of their day

Interviews

Who to Interview. The first question to be decided was, "Who should be interviewed?" The researchers determined that several categories of people would be interviewed. Research Question #1, How is interagency cooperation/collaboration defined by each agency official? guided the researchers to interviews with several staff members of each organization, especially those with ongoing involvement with the interagency program. The research question pertaining to perceived advantages and disadvantages of cooperative relationships indicated to the researchers that not only staff members but also members of governing boards such as the School Board and City Council must be interviewed. The research question relating to the importance of program parameters, environmental factors, and program processes, opened up several new categories of interviews. For instance, one environmental factor to be included is History and Ownership. Thus, efforts had to be made to find individuals who were involved in the early stages of the interagency relationship, in order to understand its origins and early development, as well as the involvement from both organizations. Similarly, such Program Processes as motivation, conflict, and communication could be understood only if staff at several levels of each organization were interviewed, since their perceptions might well vary from the perceptions of those in decision-making positions. Finally, a number of individuals who work

in local social and human service agencies and have contact with both organizations through the interagency relationship were interviewed, in order to gain insight into the fifth research question which dealt with the reactions of other groups in the community to the interagency relationship.

In all, 22 individuals were interviewed, 7 of them on two or more occasions. Two individuals whose views would have been valuable, but who were not interviewed, were Dr. Zane Eargle, Superintendent of the Danville Public Schools in the early 1970s, and Jim Greiner, Director of Parks and Recreation at the same time. Eargle no longer lives in the State and could not be interviewed due to budgetary limitations. Greiner continues to live and work in Virginia, but suffered a serious illness during the study and, thus, was not approached for an interview.

The Interview Process. In keeping with the nature of naturalistic inquiry, the types of questions asked, the order in which they were asked, and the amount of follow-up with each interviewee varied according to the information needed and the flow of the interview. For example, interviews conducted with local persons such as the Superintendent of Schools and the Director of Parks and Recreation covered a wide range of topics on the interagency relationship, from history to current support bases and from perceptions and definitions of CE and interagency relationships to specific items on the budget. Individuals with the most contact and knowledge about the interagency program itself were asked more follow-up questions to probe for the nuances, background, and rationale of decisions, of implications resulting from particular actions, and of feelings between specific individuals and agencies.

The structure of the interview session also varied with the interviewee and type of interview. When talking with a former School Board member, for

example, the primary need was to learn more about the origins of the inter-agency relationship. Thus, the interview was structured and straightforward with a list of questions pertaining to one specific area, history. On the other hand, an interview with a staff member who had ongoing involvement over several years with the program, and who was accessible for interviewing at frequent intervals was less formal, covered a broad range of topics, and followed its own course.

The general approach of the interviewer included beginning an initial interview with some "small talk" and discussion of professional backgrounds and interests. Next, the purposes and approach of the study were explained and discussed and the purpose of the interview was given. Finally, a number of questions were posed, many having follow-up questions, in order to clarify responses, to gain additional information, or to pursue a "lead" offered by the interviewee.

In order to gain insights and to uncover attitudes or feelings which were not disclosed during the main course of an interview, the interviewer occasionally would probe for information. Probes took several forms. In some instances, a staff member of the same or different agency would be anonymously quoted on a given topic to learn the interviewee's reactions. For example, when one of the key decision makers was discussing, during a second interview, the very positive nature of the interagency relationship, the interviewer noted that some staff had indicated a lack of formality in the relationship, implying that little was written down or articulated as policy concerning the relationship; most of the outcomes depended upon the good will and close working relationships of the key staff involved. This was noted to the interviewee, both to learn if the interviewee shared this view and to probe for any other feelings he/she might have had about this

aspect of the relationship.

Several staff members were interviewed a second time. Second and subsequent interviews were often more structured. These follow-up interviews, therefore, focused on two or three specific areas of questioning: about budgets, joint planning and decision making, gaps apparent from trying to "piece together" the history of the relationship. One outcome of follow-up interviews was an elaboration of information about topics just "touched on" during the first interview. Interviewers found that people answered questions during the first interview in a careful manner.

The last approach used by the interviewers included offering feedback on a follow-up basis to staff being interviewed. For example, a follow-up interview might involve the interviewer noting that at a previous interview, the interviewee had indicated a given reaction to some topic. This would allow the interviewer to go further into the subject, to learn if there was anything more that the interviewee cared to discuss. Interviewees would occasionally respond to this feedback by saying that they didn't remember saying what was quoted, or that they had not intended for the words to be construed as they were. This permitted the interviewer to learn more about the interviewee's attitudes and perceptions, and to gain insight into the dynamics of interpersonal as well as interagency relationships.

All interviews were held in person, with the exception of two follow-up interviews which has to be conducted by telephone because of difficulty in finding mutually agreed-upon times to meet. Interviews were conducted in the offices of those interviewed. The Coordinator of CE, Jackie Rochford,

arranged for all interviews, except those in which the interviewer already had met the interviewee and could arrange the interview time directly. Interviewing was done during working hours, except when an interviewee was not available during that time. Interviews were always arranged at the convenience of the person being seen, to maximize a feeling of rapport and to minimize disruption to the person's daily schedule.

Notes were taken by the researchers during most interviews, although no attempt was made to record responses verbatim. Key phrases, ideas, and themes which came out during the talk were recorded. This record was a useful tool in gaining additional information on a topic. For example, if the researcher was taking notes while the interviewee was speaking, and some words were missed, the researcher could ask for the person to repeat the last few remarks. This resulted in the interviewee not only repeating but also expanding on the thought being discussed.

No notes were taken during the interviews of the two junior high school custodians who worked during the afternoon and evening program hours. The researcher decided that the formality of note taking might increase the discomfort felt by the custodians, who were not accustomed to being interviewed, and make the situation more awkward than necessary. In addition, several events were observed and several staff members were observed and followed during parts of their work day; in such instances, note taking was kept to a minimum in order to reduce any impact which the observer had on the staff member.

Interviews lasted from 30 minutes to two and one-half hours, an average length of time was 45 minutes. Those individuals who had very limited contact with the interagency relationship were interviewed for shorter periods of time. The researchers learned some basic facts about individuals

before each interview session, to save time, to have a knowledge base from which to begin, and to indicate the researchers' interests in the individual and program being discussed.

Interview Questions. Questions asked were developed from several sources. A literature review produced questions, paralleling the general categories found in the literature on interagency relationships--e.g., facilitators, barriers, role of environment, role of key individuals. The research team itself, generated questions before each site visit, and during a review and critique of information available after each site visit. For example, in reviewing the record of a given interview, one of the team members asked what the interviewee meant by a phrase or response. Because the interviewer was not clear, follow-up questions were created. Often, responses recorded after an interview seemed to differ from other responses gained to the same question from other staff members. Such discrepancies were noted during meetings after site visits, and resulted in the researchers generating new lists of questions. A third source of questions came from the historical documents reviewed. A reading of the minutes of past Administrative Council meetings, for example, revealed certain decisions noted, which didn not seem to have been enacted. Such discrepancies were noted, and appropriate staff members asked about them. Periodic reviews of the site visit records also indicated certain gaps in information. A list of interview questions typically asked is found in Table 3.

Observations

In addition to using interviews for data collection during on-site visits, observations of ongoing program individuals and activities were made. Open gym periods, classes, club meetings using public school space, workshops,

Table 3

Typical Interview Questions

General

What is your current involvement in the CE program, or with either the Parks and Recreation Department or Danville Public Schools?

When did you first become involved with CE, or the agency?

How did you become involved with CE or your agency?

How do you define CE? Interagency relationships?

How is the interagency relationship between the Public Schools and the Danville Parks and Recreation Department working today?

What are the costs and benefits of CE and the interagency relationship today, in general? For each agency? For the community?

What facilitates the interagency relationship? What problems are encountered? How are the problems being handled?

What would happen if a new Superintendent of Schools came to Danville, in terms of the impact on the CE program and the relationship with the Parks and Recreation Department?

What would happen if a new Director of Parks and Recreation came to Danville?

What are the support bases for CE in Danville? What are the support bases for interagency relationships?

What is the relative influence each agency has over the CE program?

Are different (perceived) amounts of influence of each agency over the program a problem for the relationship?

Table 3 (Continued)

Historical

Those individuals who had been involved with Danville's CE program from its inception in 1972, or who had extensive involvement with it at some point from 1972-1980, were asked the following questions:

How did CE get started in Danville? Why did it begin here?

Who was involved in initiating the interagency relationship?

What were seen as the incentives for each agency to get involved?

What roadblocks or problems were anticipated? Which ones were found?

How were initial problems handled?

What were the first steps taken to begin the relationship?

What outside people were involved?

What were the reasons an evaluation was done in 1974?

What were the results of that evaluation? Which recommendations were put into effect? To what extent were they helpful?

What role did the first two CE coordinators play? How ere the contributions of Hyder and Tomlanovich perceived?

What was the social/racial/economic climate in Danville at the time CE began? During the mid-1970s?

What has the community's reaction been to CE thus far?

parent meetings, and School Board meetings were all viewed. As time permitted, the researchers spoke with class instructors and open gym supervisors to learn how they saw their role and the class they led and to gain an understanding of their perceptions of the program and interagency relationships. These observations and informal discussions proved most valuable. For example, one of the barriers mentioned in the literature, resistance from public school staff to the use of facilities, was discussed with teachers and supervisors on site, resulting in useful observations and interesting anecdotes.

Informal meetings between the Coordinator of Community Education and the Community School Program Supervisors were observed, too. These often took place in the office of the Coordinator, and involved such topics as schedules for the upcoming session, contacts with the media, other publicity efforts, complaints from teachers, coordination with the principal, and working schedules of the staff. Again, observing such interactions was useful in helping the researchers learn more about the flavor of the relationships, types of problems encountered, and ways in which staff of each agency relate to each other. Nine on-site visits to Danville amounting to twenty days were made and are indicated in Table 4.

Meetings in the community which involved CE staff or the staff of either organization were observed. These observations helped the researchers gain a first-hand understanding of the coordinating role played by CE and the ways in which other agencies look at CE. A listing of meetings observed is found in Table 5.

Document Analysis

Staff of Parks and Recreation and the Public Schools supplied the

Table 4

Dates of Site Visits (1980-81)

September 25 (formal proposal for study made)

October 21-23

December 4-5

December 11-12

January 14-15

March 3-5

March 18-19

May 20-22

June 5-6

Table 5

Meetings Observed in Danville

Needs Assessment Task Force

College for Living

Danville Area Council of Community Services Monthly Meeting

Inservice and Preservice Training for Part Time Instructors Meeting

Parks and Recreation Center Director's Staff Meeting

Meetings held between Jackie Rochford and interested citizens

Meetings held between Jackie Rochford and various Public School personnel (including her supervisor, the two Program Supervisors who answer to her, building principals, teachers interested in initiating CE program in their schools, clerical staff)

CE Administrative Council Meetings (partial)

Danville School Board Meeting (partial)

researchers with documents of both an historical and current nature. Documents were sought which were relevant to the history of the interagency relationship, its support bases, ways in which the staff of each organization work together, questionnaires and survey forms, and budget information.

Some areas of interest which arose during the course of the study prompted review of other documents. For instance, a large number of interviewees noted how informal and personal the relationship between the two organizations had always been. This response led to a review of formalized policies and procedures worked out by each agency regarding interagency relationships.

As certain themes emerged in reviewing documents, a review of past or new documents was performed in order to seek confirmation of the trend. Documents thus served to validate observations and information obtained from interviews; a list of the documents reviewed is presented in Table 6.

Shadowing

Jackie Rochford, as the central person in the interagency relationship, was observed for extended periods of time. This was done to gain information about the demands of her job, for the ways in which the two agencies interface, for the problems and positive elements of the interagency relationship, and for the overall nature of the program. In at least six instances, one of the researchers spent periods of 3-5 hours in a given day with Jackie as she managed the various tasks and responsibilities of her job. On another occasion, a member of the research team spent a complete day with her. These observations were always done with Jackie's knowledge and consent. She, like other key actors, was told of the researchers' interest in observing and shadowing at the outset of the study.

Table 6

Documents Reviewed

Budget requests

Approved budgets

Correspondence

Minutes of Administrative Council Meetings

Program brochures

Program evaluations

Local media publicity

Job descriptions

School Board policy statements

CE regulations

Facilities use policies

Jackie typically introduced the researcher who was shadowing her to others with whom she interacted, indicating that the researcher was from the University of Virginia and was spending time in Danville doing a study on interagency relationships. This introduction, and Jackie's ease in doing it, seemed to put others at ease, and no awkwardness or strain was noticed in the process of shadowing her.

One instance in which the researchers' interest in observing and shadowing was denied occurred at the time of an interview to fill an opening on the CE staff. Jackie indicated that it would be practical to do so. After checking with others on the interviewing team, she confirmed that the others also felt it inappropriate to do any shadowing or observing during a job interview. With this one exception, there was no resistance or apparent uneasiness.

Notes were taken while shadowing, as time allowed. These notes sometimes served as springboards for questions to Jackie, to learn typical or atypical certain practices were and to confirm what was observed.

Data Analysis

After each site visit was completed, notes were typed, reviewed, and discussed by the researchers. Themes and patterns began to appear in the data after the second and third visits. As indicated by the naturalistic inquiry method, such themes were pursued as they emerged. In addition, the researchers were aware of the need to gain verification (or lack thereof) for their observations. Interviews were arranged with people who had maintained contact with Danville's interagency program over several years, but who were not involved with it on an ongoing, day-to-day basis, to discuss the emerging patterns and to gain additional perspectives. In

addition, the researchers offered some of their initial, tentative reactions to certain focal staff members to determine their reactions and to learn more about how such actors saw the relationship. Efforts to verify findings, to check various data sources, and to discuss reactions with "disinterested third parties" emphasized determining the extent to which there was convergence and divergence of the data. The researchers paid special attention to the need for following up on divergent leads. Because naturalistic inquiry assumes the probability of multiple realities, it was necessary to be sensitive to opposing points of view and perceptions as well as those which paralleled each other. When two or more people held distinctly differing views on an issue, the disparate findings were retained as data to be pursued, or allowed to exist on their own.

When all key actors had been interviewed at least once, the researchers reviewed all site visit notes, categories from the literature review, and document records. Team members individually went through all of the data, each making a list of the categories which seemed to exist in the data. These lists were compiled for the purpose of organizing the information. The separately compiled lists were than compared, and one list was created from them. The categories included in that single list are in Table 7. Once these categories were determined, the data were placed into their appropriate categories. For instance, the findings which related to the interface of the two organizations (one of the 4 major categories used) were extracted from the original site visit report or document, and compiled with other data covering the interface. This "cutting and pasting" activity concluded with a new version of the data. Rather than information being contained in site-visit reports, the data were now organized by category. This made the data analysis not only more convenient but more manageable. In addition,

Table 7

Categories Used to Organize Initial Data

1. History
2. CE Program and Process Elements
3. Interagency Relationships As Means versus Ends
4. CE Staff Roles and Attitudes
5. CE Staff Interaction with Other Agencies
6. Other Examples of Interagency Relationships
7. Involvement and Participation of the Community
8. Parks and Recreation Department Staff Roles and Attitudes
9. Public Schools Organization and Staff
10. Budget, Finances, Fees
11. Working Relationships
12. Visibility of Agencies
13. Specific Points of Interface (and Vignettes)
14. Sites
15. Administrative Council
16. Allegiance to Each Organization
17. Relative Power of Each Organization
18. Support Bases for Interagency Relationship
19. Costs and Benefits of the Interagency Relationship
20. Perceptions of Danville's CE, and the Interagency Relationship

descriptions of the geographic, historical, political, and demographic characteristics of Danville were compiled.

The research team reviewed this draft of the findings and determined that it was factually accurate, but lacking in flavor. Gaps in the data became evident, too. To remedy these problems, 2 steps were taken. First, another site visit was made to Danville to obtain the missing information. Next, another site visit was made, the primary purpose of which was to spend a full day shadowing Jackie Rochford. It was thought that by doing this over the course of a complete day, the researchers would learn more about the interpersonal working styles, relationships, attitudes and ways in which the key actors influence each other. The researcher followed Jackie through a series of meetings, phone calls, planning sessions and workshops, noting kinds of interaction, types of activities, and responses to questions and problems, etc.

A "second" analysis of data was performed and included a series of comparisons. First, the initial set of data findings was compared with the information brought back from the final two site visits. It was found that the information gaps noted above were dealt with, and that the shadowing of Jackie for a full day had, indeed, added a good deal of information and insight into the understanding of how she and her position relate to the two organizations and staff. Some of the data gathered on these last two visits seemed to contradict certain statements made by key individuals on previous visits; most of the data confirmed and amplified earlier findings. In addition, comparisons were made between findings and categories noted in the literature review and the findings from Danville. Finally, the data were studied by using the initial set of research questions as guides. The discipline involved in subjecting the

data to this variety of theoretical and practical constructs resulted in a close study of each relevant finding from a number of viewpoints, strengthening the validity and reliability of the findings.

Reporting

Findings are reported and discussed in the next two sections. Information about the City of Danville and its community services are presented in the first sections. Data contained therein was made available to the researchers by the Chamber of Commerce and from previous studies of Danville's interagency program. Also contained in this section are the data gathered for the study; e.g., staff roles and attitudes, relative influence of each organization, costs and benefits of the interagency relationship. A fifth part of the Findings section includes "A Day in the Life of..." description of the CE Coordinator.

The researchers compiled different events, conversations, activities and reactions which had been observed during the previous 9 months, and put them into a composite "day" in the working life of Jackie Rochford. It was felt that, while Jackie might never have a day exactly like the one described, the nature of her "typical" days would be captured by this section. This part also proved useful as a mechanism for describing various aspects of the interagency relationship and the ways in which key people interact. Another vehicle used in this section centered on "Carol," the new CE Supervisor, a role created for this report.

The Discussion section was written in two parts. The first compares the findings with the general review of the literature on interagency relationships; each category summarized in the literature review is contrasted and compared with the findings in Danville. The second part of discussing

the findings centers around the research questions and the view of the relationship under investigation as the interface of program process elements, parameters, and environmental factors as illustrated in Figure 1, below.

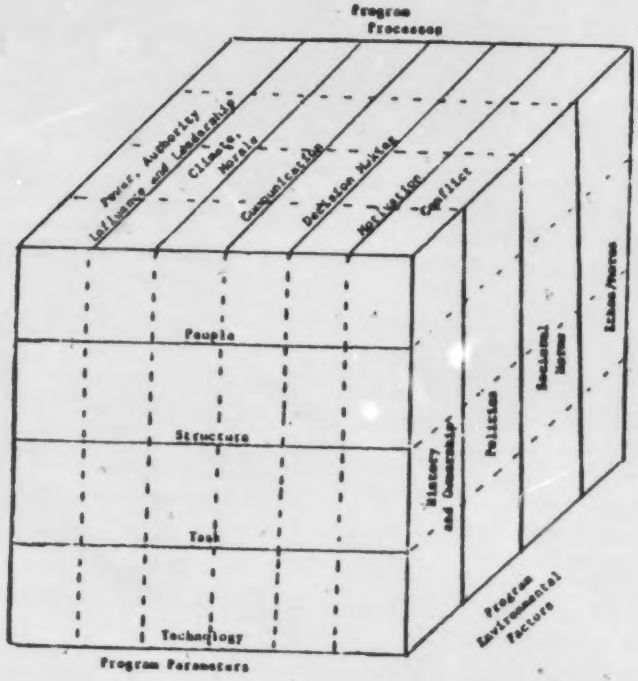

Figure 1. Program parameters, processes, and environmental factors.

FINDINGS

The City of Danville

Danville, Virginia is an independent city located in Pittsylvania County, the county with the largest land mass in the Commonwealth. Covering 17.1 square miles, the city lies 0.3 miles from the North Carolina border in Southern Virginia's Piedmont section. The Dan River cuts through the center of the city, dividing it into northern and southern segments.

Founded in 1793 and chartered in 1830, the city grew to a population of 5,000 by the Civil War, during which time it became the last capital of the Confederacy. The Riverside Cotton Mills was founded there is 1882; today it is known as Dan River, Inc., the largest single-unit textile mill in the world. The famous train wreck of the "old 97" (Southern Railway's crack express mail train) occurred in Danville in 1903. Danville is also distinguished by having had a mayor who served the longest uninterrupted term in office of any United States mayor. From 1892 until 1938, Harry T. Wooding served as the city's chief executive.

Danville grew in population as its industries prospered through the end of the 19th and into the 20th centuries. In 1950 its inhabitants numbered 35,062, and by 1970 the figure grew to 46,391. The growth has now leveled off, and its population in 1977 was estimated at 45,700.

Traditionally, Danville is a place in which people spend their entire lives. An industrial town, it has a relatively small middle class. Its economy is dominated by Dan River, Inc., which employs approximately 8,200 persons, and by the Goodyear Tire and Rubber Co., which employs an additional 2,200 persons and is expanding its facilities for further growth.

Crime and delinquency are reported to be extremely low. So, too, is the unemployment rate. Often called the "City of Churches," Danville boasts

of over 100 sanctuaries of various denominations. In the area of race relations, there is relatively little interracial contact, with most whites living in the northern half of the city and most blacks concentrated south of the Dan River. Newcomers to the area are often asked by city residents which side of the river they live on; the answer to this question indicates a good deal about social class. The city's public schools were segregated until the 1970-71 school year. In spite of court suits and the social and administrative problems involved in the change to integration, race relations in the public schools have been relatively good.

The city's population, largely a working class, is estimated to have an eighth grade education, on the average. In addition to the public school system (eight elementary schools, three middle and two junior high schools, and one senior high school), the Danville Community College (two-year) and Averett College (a four-year liberal arts coeducational college) serve the area. Five parochial schools and a nursing school also operate. The educational system provides education and training suited to the area's needs. For instance, a comprehensive vocational wing was added to the senior high school in 1973; Averett College offers an evening college for older students seeking degrees; and an extensive vocational and technical training program is jointly sponsored by the public school system and Dan River Mills, offering adults the opportunity to learn new textile skills and to improve academic knowledge. Danville Community College also participates in this program.

Danville is served by a 458-bed hospital and a 100-bed mental health institute. A variety of social and welfare agencies serve the needs of the poor, elderly, and handicapped. Two daily newspapers, one local TV station and a cablevision network, and five commercial radio stations keep Danville's

citizens in touch with state, national, and world news.

Recreational opportunities are offered in over 25 city parks, playgrounds, recreation and community centers. The city's Parks and Recreation Department, considered one of the state's finest, offers a broad range of services and activities through its 18 neighborhood playgrounds and four recreation centers. It provides special activities for the handicapped, senior citizens, gifted children, detention home inmates, and others. In addition to those offered by the Parks and Recreation Department, recreation and social outlets are also actively promoted by local churches, business and industry, and private clubs. The city is governed through a council-manager form of government by nine councilors elected at large.

In sum, Danville is a city which seems to serve its citizens' needs well. Its heavily industrial base is supported by a stable working class population, by training and educational programs with specialized vocational emphases, and by social settings characterized by the values of home, church, and family. If there is a word to describe the environment, it is stability. Economically, socially, politically, and spiritually, the city has maintained this stability over the years.

Community Services in Danville

The City of Danville is served by a large number of community organizations and services. The 1978 Directory of Community Services in Danville and Pittsylvania County lists over 100 programs and services available to local citizens, ranging from very small organizations (such as the Danville Area Ostomy Association) to multi-million dollar agencies (like the Danville Public Schools and Danville Community College). While some of these agencies are publicly funded most receive primarily private support. Some have staffs of over 100; most have fewer than 10, or none at all.

The range of interests, needs, and problems served by the area's community services is similarly diverse. All of the "mainstream" services are available, providing counseling, senior services, alcoholism services, assistance to the handicapped, child guidance, employment and vocational counseling, mental health and psychiatric services, sheltered workshops, public housing, welfare, health and mental assistance. Many services and agencies exist which touch on other areas, such as the local Chamber of Commerce, the Danville Ministerial Association, Jaycee Park (a recreation and athletic facility), and the League of Women Voters. Other examples include Virginia Lung Association, VPI Cooperative Extension Division, Womack Foundation Student Loan Program, Women's Resource Center, Work Experience Program (for those who are out of work and of low income), and the Youth Activities Coordinating Association.

As in most American cities, the number of community services offered in Danville grew rapidly during the 1960s and 1970s. Increased concern with social and economic problems, increased levels of Federal funding, and school integration all contributed to this expansion of services. Inevitably, the growth in agencies and services resulted in some overlap or duplication of services. In addition, many staff and volunteers appreciated the possibilities of coordinating their efforts in order to improve their use of resources, create efficiency, expand service potential, and support each agency's efforts. The awareness of the benefits which result from service coordination, as well as public concern over duplication of services (and, at times, public requirements of service coordination and integration), resulted in increased efforts toward coordination and cooperation in Danville.

The Nature of Interagency Relationships

Interagency relationships in Danville, according to experienced social service workers, are flavored by a relaxed, personal, cooperative style. The reported instances of agencies' jealously guarding their "turf" are few. Unlike many cities in which community service staff often tend to regard each other with suspicion if not outright hostility, local workers report an easy friendship which seems to pervade Danville's human service community.

A good example of the relationship among agencies exists within the Danville Area Council of Community Services (DACCS). DACCS is an association of local human service agencies and individuals which join together to provide citizen input, exchange information on services, develop community awareness of needs and concerns, and assist each other in pursuing their goals. It began following World War II as an attempt to coordinate the existing services; at that time, delivery of services was often confusing and not well coordinated for the returning servicemen who needed help re-settling in the community. The local social services department initiated efforts toward coordinating services among related agencies, and the association began.

DACCS was incorporated during the mid 1960s, and it has become increasingly active since then. The original idea for the association included the notion that social service workers needed a mechanism for learning about other agencies and getting to know other workers. This thrust has remained; in addition, DACCS has acted to identify gaps in existing services and to seek resources to meet new needs. Several years ago, it sponsored a community-wide needs assessment, the results of which were used as a basis for starting senior citizen recreation programs.

Regular DACCS monthly meetings involve 20 to 40 people who gather for

lunch, exchange information about new and revised services, and listen to a presentation about one of the area's services or programs. To many who attend DACCS meetings, there is a warm, almost family-like atmosphere; indeed, the meetings function as a kind of support group for some. Controversy and debate are rare. The association seems to meet the needs of those who attend, and a sense of cooperation seems to result.

There is official support for interagency cooperation and coordination, as voiced by the Danville City Council and the United Way. Members on City Council often ask about possible duplication of services when annual budget requests of agencies are presented. Those agencies which seem to be making progress toward coordination often receive recognition from the Council.

The United Way also lends support to the interagency notion, and agency heads have commented that they do not worry about loss of identity when they work with other groups to sponsor programs; they know the United Way is behind them and believe that the community is too.

Some agencies have been very successful in coordination efforts. For instance, in 1980, the Danville Public Schools and YMCA agreed to offer a swimming program for the City's fifth graders. The Y staff realized they had pool hours available during the day; the public schools have no pool facilities. So the Y director, Mr. Sellers Parker, Jr., contacted Dr. Tom Truitt, Superintendent of the Danville Public Schools, and offered the use of the Y pool. Parker and Truitt had known each other since childhood and had no difficulty working out an arrangement which continues to benefit both organizations and, most of all, the children. The Y has a number of other interagency arrangements, including the use of its facilities by area church groups and coordinated programming in some of its summer camp offerings. Mr. Parker finds the atmosphere in Danville quite conducive to such

coordination, largely because of the people involved: "It isn't because of any written policies we have--in fact, we have no policies on it [coordination and facility use]!"

Other examples of interagency relationships have a similarly personal aspect to them. Recent growth in classes offered by Danville Community College (DCC) resulted in a need for more space. Dr. Max Glass, Director of Continuing Education for DCC, worked closely with school officials in Pittsylvania and Halifax Counties to coordinate DCC's evening classes there, and the exchange has worked well. Mutual respect and strong personal relationships with the key staff are cited as important ingredients in the success of the coordination.

To some human service professionals, there is a far more verbal support given for interagency coordination than actual effort and achievement of such coordination. Most professionals appear quite satisfied with the current level of coordination, however, and view the personal nature of it as both necessary and normal. As one City Council member put it, "Southerners tend to grow up learning to cooperate...we're different here, we try to help each other...that's just the way we are." Interagency relationships, then, seem to have a personal flavor. Some efforts at coordination have been successful, and most interagency activity falls into the cooperation category. Official support for cooperation and coordination is offered by funding bodies. Agency staff report that the need for resource and information exchange is the incentive for many interagency efforts, and having good personal contacts is the most important facilitation. Few barriers were cited, although some staff noted that there exists a good deal more talk than action concerning interagency coordination and cooperation.

The History of the Interagency Relationship

Background: The Danville Public Schools, 1970-1972

During the late 1960s and early 1970s, the Danville Public Schools experienced major changes. Until the 1970-71 school year, the system was segregated, with blacks and whites going to separate elementary, junior, and high schools. (Over two and a half years of litigation resulted in a court-ordered busing plan for racial balance). School enrollment was decreasing in the early 1970s, (it stood at 9,430 in 1972), leading to the closing of some school buildings. There was some criticism that the schools were under-utilizing their facilities. In 1973 a kindergarten program began a new vocational wing added to the city's high school, and a Community Education (CE) program initiated in conjunction with the city's Department of Parks and Recreation. The Superintendent of Schools, Mr. O. T. Bonner, maintained a closed-door policy regarding use of public school facilities during his 28 years as superintendent. Thus, the 17 school buildings then under the control of the Public Schools were typically not available to the public after regular school hours, during evenings, weekends, and the summer months.

Upon Mr. Bonner's retirement, Dr. Zane Eargle took over the superintendency of Danville's schools. Dr. Eargle was an outgoing, energetic man who made friends easily and looked at change in a positive light. He instituted an open-door policy with regard to use of school facilities early in his tenure, signalling a new attitude within the Public Schools toward inter-agency coordination. He had no difficulty from his School Board instituting this change.

Background: Danville Department of Parks and Recreation, 1970-1972

Mr. Jim Greiner was the Director of Danville's Parks and Recreation

Department at the time Dr. Eargle came to the Danville Public Schools. Greiner, described as a "mover and shaker" who seemed to have several projects going at one time, was well respected by area professionals in Danville. Like many in the recreation field, Greiner was committed to upgrading the recreation profession, expanding the citizenry's concept of recreation, and increasing the availability of recreational services to Danville's citizens. He was limited by the availability of his department's resources, however, and turned to the Public Schools for help. They had the facilities, he had the staff, and the public had needs for more services; therefore, a joint venture between the two organizations seemed natural to Greiner.

His initial approaches to Mr. Bonner were not successful. When Dr. Eargle came to town, he received a different response, however, and movement quickly began toward coordinated efforts of mutual interest between the Public Schools and the Parks and Recreation Department. The concept to be used was Community Education (CE), a broad notion which included citizen participation in assessing needs and in decision-making interagency cooperation and coordination, citizen involvement in the K-12 school program, as well as expanded facility use. Greiner needed more space; the Public Schools had extra space and needed public support during a difficult transition time, so the exchange made sense to both Greiner and Eargle. Interagency coordination could help meet both agencies' needs, and Community Education seemed to be the vehicle to make it work.

At their initial meeting in 1971 Greiner and Eargle got along well, and they planned to implement their coordinating efforts quickly. A group including Greiner, Eargle, Bob Haskins (principal of Gibson School at that time) and Bob Wiles (on the School Board) went to Flint, Michigan, to attend

a three-day seminar on CE. Flint was the home of the National Center for Community Education, and the Flint Community Schools had sponsored CE programs in conjunction with the Parks and Recreation Department since the 1930s. Its CE program received national attention for its comprehensiveness, and it was seen as a model for the country. Upon their return, the group arranged a meeting with staff of the Mid-Atlantic Center for Community Education (MACCE) based at the University of Virginia, who helped them prepare a grant request. The MACCE had funds from the Mott Foundation, the major CE funding source, which were given for assistance to new CE programs. They also helped in making presentations to the School Board and City Council on the nature and advantages of CE. A three-year, declining funds grant was approved by MACCE, and an agreement was reached between the School Board and the Department of Parks and Recreation to co-sponsor the program. The Parks and Recreation Department would contribute $8,000 for the first year's efforts, and the Public Schools committed approximately $9,700.

The second historical period for CE in Danville covered the years 1972-1974. Two Community Education Coordinators were hired in July, 1972: Ann Clymer and Thurman Echols. Thurman, a black man with a BA in Sociology was placed at Gibson Elementary School, which had a largely black enrollment. Ann, a white female with a physical education background, worked at Johnson Elementary School, which was basically white. They went to a two-week CE leadership training program in Flint. They then met with their respective principals, Bob Haskins and Bernard Ladd, and the Superintendent to establish guidelines for the CE program.

The Assistant Superintendent for Instruction, Dr. Tom Truitt, was given responsibility for the CE program. At the same time, a Community Education

Administrative Council was formed to write job descriptions, to help shape policies and directions for the program, and to provide overall support. The Superintendent, Recreation Department Director, assistants for each a member of the School Board, and a member of City Council sat on the Administrative Council. The two CE Coordinators were somewhat anxious about not being members of the Council and expressed an interest in joining. Some time later they were made non-voting members, as were the two building principals.

The initial activities of the two Coordinators included contacts with twenty-three area agencies to discuss coordination and facility use. They also visited twenty-one area residents and some school staff in order to explain the program and to gather data on needs. They conducted a survey in October of 1972 to determine community interests and talents. Programs were established soon thereafter based on results of the survey.

Also in October, Mr. Bernard Ladd, the principal of Johnson School, and Dr. Truitt went to Flint for the three-day seminar on CE. Neither reported being overly impressed with what they saw in Flint and cited the ongoing crime problems and lack of conern in the appearance of the Flint Public School buildings as problems not seen in Danville. Still, they reported an interest in the concept and were willing to give the idea a try.

Many thought that the first two years of the program produced disappointing results. Programs and classes were offered for both adults and youth during after-school and evening hours, but few adults attended. A survey was done to learn more about the Johnson School neighborhood's reactions to the new program. Based on the results, staff concluded the program was starting slowly because of competing demands on people's time. Such demands were caused by: a) a high percentage of families having two

working parents, b) many families with one working parent having small children at home, and c) many other families reporting that they were quite busy already or that their kids were involved in other activities.

The key administrative staff and policy makers were still supportive and interested in the concept. Because of the disappointment, and in light of the continued interest, the MACCE was invited to come in and do an evaluation of the CE program in Danville. The Mid-Atlantic Center agreed, and a team led by MACCE Associate Director Paul Tremper conducted an evaluation in the spring of 1974. The recommendations of the team were as follows:

1. Continue the CE Program,
2. Move the CE sites to the city's two junior high schools with the Coordinators reporting to the schools' principals,
3. Develop greater community awareness of CE,
4. Develop greater public school staff awareness of CE,
5. Do a needs assessment in the feeder schools,
6. Put more emphasis on adult programming,
7. Develop community councils at the two junior highs,
8. Offer more weekend and non-school day (summer and holiday programs,
9. Expand the CE Administrative Council to include other agencies and the two Coordinators,
10. Increase coordination between Vocational Education, Adult and Continuing Education, and CE,
11. Strengthen communications between Central Staff and CE Coordinators,
12. Budget funds to allow CE Coordinators to initiate programs directly in addition to scheduling the use of facilities by other agencies,

13. Provide in-service opportunities to local communities served by the CE program.

Many of the recommendations were implemented, including the change to the two junior high schools, increased adult programming, promotion of increased awareness of CE, and increased coordination and communication with other public school administrators. It was hoped that adults would feel more comfortable in the junior highs and would view the program more positively than was the case in the smaller and more cramped elementary schools.

Finally, on June 20, 1974, the Danville School Board adopted its first policy statement concerning CE:

> The Danville School Board shall provide a community education program. This program shall be planned, promoted and implemented in cooperation with the Danville Parks and Recreation Program.

At the beginning of the second period of development for CE, Tom Hyder, the son of a former Georgia Tech football coach, was hired for the Bonner coordinator position in 1974. An outgoing, active likable young man, Tom jumped into his job, and the program took on new life. He planned a Crafts Day for the community as a way of giving the program more visibility and getting people involved and interested, and over 500 people turned out. He also began doing some informal needs assessments (sometimes going door to door in the neighborhood), made efforts to initiate a Community Advisory Council with the assistance of Bonner principal Gordon McCubbins (without much success), and began meeting with various groups and agency staff around town suggesting such interagency projects as the Festival in the Park, which has grown into a major three-day event enjoyed by thousands. Hyder took an activist approach to public relations and generally instilled a new sense of excitement in CE. Program participation began to increase.

Assistant Superintendent Truitt became the new Superintendent in 1975 upon Dr. Eargle's departure. At that point, overall CE program responsibility was given to Jack R. Lewis, Jr., Director of Career and Vocational Education, Adult and Continuing Education. A new coordinator, John Tomlanovich, was hired for Langston Junior High. He worked well with Hyder and helped continue the growth of the CE program. Participation continued to grow, and a comprehensive public relations effort was begun with the Public Schools' staff and the community at large, resulting in improved public and professional recognition of CE.

At the end of the 1976 program year, Tom Hyder left, and Jackie Rochford was hired, the first person in the program with Masters-level training in CE. Jackie was given the Langston position, and Tomlanovich moved to Bonner.

The period from 1977-1979 was marked by increasing consistency and growth in the CE program at Langston Junior High (at which the same CE Coordinator, Jackie Rochford, worked for three successive years). Less consistency occurred at the Bonner site, which had a series of Coordinators. Tomlanovich resigned in the summer of 1977, and his successors were not seen as effective as Hyder and Tomlanovich had been.

One new area of growth and development occurred at Belleview Elementary School. John Tomlanovich had begun discussions with the new Bellevue principal, Ms. Nancy Ingram, describing to her the advantages of interagency coordination and shared facility use. Ms. Ingram had come to her position (in the fall of 1976) with an unfavorable attitude toward the open school approach. Tomlanovich was persistent, however, and Ms. Ingram decided that something new was needed at Bellevue. She was aware how uncomfortable most Bellevue parents were in the school building

(which was located in a low income neighborhood); they did not feel that it was their school, she found, and many had negative attitudes toward education.

In the spring of 1977 she gathered 15 people from various levels of the Public Schools to discuss means for increasing community involvement in Bellevue. The first result was the start of a set of parenting classes, the main goal of which was to help parents feel better about being in their neighborhood school. She initiated a planning council (with many parents involved) to help plan and encourage further parent involvement and support. The classes were well accepted, and a second series of classes for parents was offered. The program began to gain some momentum. Both parents and teachers were working on the planning council, and by the 1978-79 school year after-school classes for third and fourth grade bellevue children were begun. The program continued to expand with a good deal of parent and community involvement, interagency relationships, and creative programming for children and youth (for the current status on the Bellevue program see "CE Today").

The use of staff time and setting of priorities changed somewhat during the 1977-79 period. Hyder and Tomlanovich had been involved with various agency and interagency meetings in the area, which resulted in less time to supervise CE programs at the junior high schools. Hyder had spoken with Dr. Truitt about this, and Dr. Truitt agreed to the use of CETA participants to help cover the ongoing CE programs. Hyder and Tomlanovich had also been involved in activities of the Parks and Recreation Department, had some involvement in that Department's planning process, and assumed a few of its administrative duties. As one Parks and Recreation staff member saw it, CE was closely associated with the Department during this time,

and its identity was not as separate and clearly established as it is today.

During the 1977-79 period, several steps were taken which resulted in a CE program with clearer identity, formality, and structure. A feeling for the changes in CE may be gained by reviewing the annual program evaluations, which Jackie Rochford initiated at Langston at the end of the 1976-77 program year. Excerpts from those evaluations follow.

From the Langston CE Evaluation for 1976-77:

Process and Community Awareness: A Community Outreach Program was begun in an effort to obtain more citizen involvement. A survey to assess community needs was developed during the year, and there was discussion of forming an Advisory Council. Overall, though, it concluded that "process was the weakest part of the CE Program in Danville" in 1976-77.

Programming and Participation: Overall, lower turnout for courses than expected was seen, except for the open gym program and tennis, the Virginia Polytechnic Institute Extension classes, and First Aid. The report calls for greater publicity to help "spread the word."

In addition, successful classes and programs were held at Gibson and Westmoreland Middle Schools, and it was planned to continue them "if school staff is receptive to running these activities." The "need for some neighborhood-based programming has been established in some communities," if local staff can be enlisted in teaching and supervising these programs.

Interagency Cooperation: Cooperation was quite positive; the Danville Area Council for Community Services (DACCS) met monthly to bring community representatives for information sharing. In addition, the Youth Activities Coordinating Association (YACA) began during 1976-77 to help coordinate youth-serving agencies. A community brochure was initiated by the CE staff, publicizing agencies' summer programs. It was printed in the Danville Register.

K-12 Integration: Resource speakers for the schools were used through the services of CE, and this kind of support needed to be expanded. CE sponsored in-service training for school staff concerning use of community resources was noted as a need. The CE coordinator was actively involved with school clubs, activities, and student council.

Supervision and School Staff: Good communications were reported with the Langston Principal and night watchman. Even closer communication is called for with the Langston faculty.

From the Langston CE Evaluation for 1977-78:

General: No CE Coordinator was hired for Bonner between July and October of 1977. Several activities occurring during the Fall of 1977—writing the Five Year Plan, revising the School Facility Use Policy, writing CE Policy--were time consuming, thereby taking time away from interagency thrusts in the community and program expansion efforts. There was a need for better publicity of the program, better supervisory procedures, and the "reestablishment of communication with the Langston faculty and administration." It was concluded that only time would tell if the planning and organization efforts were "worth the sacrifice necessary to complete it," (SIC).

Adult Programs: Attendance at the regular CE classes more than doubled during the winter and spring sessions with over two hundred people enrolled each session. Some overlap occurred between CE classes and those of the YMCA, Recreation Department, Adult and Continuing Education program. Greater efforts were needed to identify specific groups whose needs were not being met (such as women, seniors, pre-schoolers). Another area to pursue was mentioned: programs not often offered in Danville. For instance, Langston had offered a summer theater for youth, professional pantomime and dance groups, all of which did quite well, suggesting more of a similar nature should be tried.

Public Relations: A consistent, comprehensive PR program for Langston was of great value in attracting more people to CE. Several of the PR approaches used came from PR experts around the Danville area. More of the same was called for, plus new ideas to avoid becoming static. "Variety and consistency" were seen as the keys.

Youth Activities: Efforts were made to increase youth participation, but with little success. Greater needs assessment and public relations for youth programs were indicated, as well as trying some neighborhood school sites and focusing on elementary age kids. An attempt was made to start a Langston student council, but it did not succeed. The open gym program was the biggest disappointment of the year; turnouts were lower than in the previous year, partly because the gym was closed for five months of the year. Open gym was seen as having "tremendous potential," and with proper gym maintenance, its former high success should be attained.

Community resources as supplements to the K-12 curriculum: There were three major areas needing improvement: 1) greater parent involvement in day school program, 2) initiation of a coordinated publicity effort toward both after-school and day-school activities to foster the "community school" concept, 3) use of resource speakers and transportation for field trips to help increase the day program's use of community resources.

Citizen Participation: Little was done to reach the goal of involving citizens in assessing community interests and needs. Citizen participation was noted to be "one of the most difficult, time consuming tasks of a coordinator." An Advisory Council was targeted to begin at Langston by the end of 1978, and formation of neighborhood groups to help improve participation was mentioned as a possibility. A clear link was noted between the under-utilization of Danville's CE programs and the lack of citizen involvement in the planning and process aspects: the communication between agencies and citizens was seen as "one of the major weaknesses in Danville... CE in Danville will never significantly develop until a strong citizen support group is created."

Interagency Cooperation: Cooperative programs with the Y, VPI and Green Street Recreation Center were indicated; lack of time hindered further interagency work. The Youth Activities Coordination Association "all but dissolved" in 1977-78.

Education of Public School and Parks and Recreation Staff Concerning CE: Informal contacts were useful in informing these staff members of CE's existence and some of its functions. More formal presentations were cited as needed.

From the Langston CE Evaluation for 1978-79:

Community Resources as Supplements to the K-12 Curriculum: A listing of potential classroom speakers and field trip opportunities was compiled this year. Entitled Mainline to Creative Education, it was distributed to all instructional staff during the preschool in-service week. Unfortunately, while reactions to it have been positive, little use was made of the manual during the year. It seems that teachers need in-service training in how to coordinate resources and classroom curricula.

Also, a student, teacher, parent organization began this year at Langston for the first time, with active assistance of the Community School Coordinator and the School Planning Council. This was a positive development. Also positive was the strong support given by the Southside Middle School principals for the after-school programming concept. It was hoped that expansion of programs in these two middle schools would occur.

Program Participation: Very good initial responses were seen in the Bellevue summer CE program. Plans were made to expand this effort at Bellevue.

Public Relations: The continued and increased efforts to educate school staff about CE were effective, as seen in increased program utilization.

Citizen Involvement: The area of citizen participation was, "once again, our weakest area." No Advisory Council was started this year, although it had been a goal. The Langston Community School Coordinator noted that she was "still uncertain as to what purpose a council...should assume."

Interagency Relationships: In this area, as in that of citizen participation, CE has not made progress this year, although attitudes of agency representatives appeared quite positive toward interagency coordination. "The issue of interagency cooperation has been a baffling one. Certainly, cooperation in Danville is at a higher level than in most communities...(existing coordinating groups) have experienced difficulty in identifying an appropriate task and following through...."

Programs For Youth: Programming was limited, but those offered were well attended. Olen Gym was well used. In general, elementary aged children were more involved in CE; less was offered to junior and senior high school youth because of their low participation in the previous year.

Programs for Adults: Continued success occurred in these programs, with average attendance exceeding 250 each session. New programs were offered to serve the retarded, women, and girls in an attempt to avoid duplication and fill unmet needs.

Program Evaluation: A comprehensive evaluation was developed for the CE program, consisting of surveys to those served by the program, public school and Parks and Recreation staff, agency staff, and residents.

In-service Training: Little progress was reported with the exception of a workshop offered on advisory groups.

Overall: Lack of an assistant for four months was a problem; programs expanded greatly with a new assistant on board. Interest was expressed in CE programs at elementary and middle school levels.

1978-79 (From the Bonner CE Evaluation for 1978-79):

Youth Programs: Youth responded well to programs, but the number of programs offered was "disappointing." Two major issues to be resolved in order to improve are: 1) the starting time of the program (it must be right after school) and 2) transportation. However, open gym in the evenings was a success.

Adult Programs: An active adult CE program was maintained and expanded; over 500 people were involved. Several new classes were started. A great deal of the Bonner facility was not used, although it may never be possible to use the entire plant. To increase facility use, the major groups to target would be agencies and community groups.

Advisory Council: None exists yet--it was seen as a top priority for the 1979-80 year.

Interagency Relationships: Good accomplishments were seen this year in the activities of DACCS; the Youth Activities Coordinating Association (YACA) reorganized the "remnants of the group" into the Danville Advocates for Youth (DAY), and DAY began looking for ways to establish a youth-serving bureau.

In-Service Training: Little was done this year for Bonner or the Recreation Department staff, and "my own needed in-service training opportunities have been limited this year," the Bonner Community School Coordinator noted. "I feel I would have received a lot of benefit from Community Education workshops and conferences."

Community Resource as Supplements to the K-12 Curriculum: Community resource speakers and field trips are "at the heart" of this objective. A CE-sponsored resource, Mainline to Creative Education, was written to provide a resource listing for teachers, but was under-utilized by Bonner teachers during the year, especially in the use of speakers. CE did assist several teachers in coordinating field trips during the year.

Awareness of CE Services: Public School staff awareness of CE was reported to be good, especially at the junior high schools. Good publicity efforts were noted, although it was reported that public awareness of CE programs was not high enough.

Program Evaluation: Course evaluation instruments were completed by participants who took classes at Bonner through CE, providing useful results in evaluating course content and instructors.

A survey was taken during the spring and summer of 1979 to learn more about the views of citizens, Parks and Recreation Department staff, and School Board staff concerning CE and Adult Education. Highlights of the survey follow:

> Overall, the survey responses indicated that many of the strategies of the Adult and Community Education Five-Year Plan are being met. However, a few concerns were apparent from the responses. One area... is public relations.... We also must identify and begin to work much more closely with those agencies who (sic) feel that they do not know enough about the Adult and Community Education Program.... More specialized training in specific areas must be offered to those staff members who work most closely with the programs....

Existing CE and Adult Education Programs: The quality of these programs was rated very high by past program participants.

School staff awareness: A high percentage report that they were "well aware" of the existing programs. A much lower percentage of teachers felt that they understood the "integral services" of the programs. Specialized training seems called for by the data. In addition, most support personnel viewed the cooperation between themselves and the adult and CE staff as good.

Public Awareness of Programs: Interestingly, those citizens interviewed reported that they were aware of the available services. However, the teaching and Recreation Department staff felt that the majority of the citizens were not aware and needed more education about services.

Needs Assessment and Citizen Involvement: Citizens felt that they had ample opportunity to express themselves about their needs and suggestions. However, the Recreation Department staff and staff of other agencies were of the view that the needs of citizens were not being assessed adequately. Recreation Department staff felt that advisory councils were vital to the programs' success.

Interagency Relationships: In general, agency representative felt the Adult and CE programs promoted cooperative efforts in the community. In addition, a large number of agencies felt they had insufficient knowledge of Adult and CE to respond. It appeared that those working closely with the programs were positive about their cooperative nature and that many were unfamiliar with the programs' activities in this area.

In-service Training: Reactions to the existing in-service training were basically positive. Concerning additional training in CE, opinions were more mixed: recreation staff, agency staff and teaching staff (other than junior high school) were in favor of receiving more; the junior high teachers split almost fifty-fifty on this question.

Community Resources As Supplements to the K-12 Curriculum: Citizens surveyed felt more supportive of the Public Schools and more interested in the K-12 programs due to their involvement in Adult and CE programs. It was noted that the K-12 staff was less confident that Adult and CE programs were having this effect on program participants.

Programs for Youth: There was support for the notion of extended day programs for youth and agreement that an increased number of programs for youth were needed.

In 1978, the Danville School Board adopted regulations pertaining to CE. These regulations, approved after a substantial amount of staff time was given to them, cover the role and composition of the CE Administrative

Council, the role of CE personnel, the CE-related involvement of the Assistant Director of Parks and Recreation and of the principals of the community schools. They also deal with program operation, administration and supervision, maintenance, tuition, payment for instruction, special fees, and accounting procedures. The School Board has also passed policy and regulatory statements covering school facility use, and there is a maintenance agreement concerning the Public Schools' and Parks and Recreation Department's mutual responsibilities in maintaining the areas around ballfields and playgrounds.

At the end of the 1978-79 program year, several administrative changes took place in CE which were intended to promote program effectiveness, visibility, and accountability. One change was the initiation of a Five Year Plan for Adult and Community Education (see 1977-78 Langston Report), which was annual updated and approved by the Administrative Council and the Danville School Board. The Plan gave the staff its "first working document outlining the direction of the development of Community Education in Danville."

The CE staff and members of the Administrative Council recognized some recurring problems, however--frequent staff turnover, difficulty in finding CE-trained applicants for the Community School Program Coordinator positions, the need for more programming at the elementary and middle schools.

In addition, some Administrative Council members felt strongly that certain needs had to be addressed, such as the perception that the two coordinators were duplicating each other's work (going to the same meetings, for instance), the need to expand program and staff, and the desire to keep Jackie Rochford. To deal with these and other problems, an administrative reorganization took place during the summer of 1979. A new position was

created, the Coordinator of Community Education. This administrative position was intended to provide system-wide administrative control and responsibility for CE and to give supervision for the overall development of the program. Two other positions were created, the Community School Program Supervisors, who were given responsibility for the supervision, development, and scheduling of CE programs at the junior high schools.

The positions for Community School Coordinator were eliminated. Jackie Rochford was named Coordinator of Community Education.

Under this reorganization the two Community School Program Supervisors reported to the Coordinator of Community Education and, in some matters, to their building principal. The CE Coordinator reported to the Director of Career and Vocational Education, Adult and Continuing Education (who had been given responsibility for supervision of CE in 1975), and to the Recreation Division Chief in the Parks and Recreation Department. The Administrative Council was left intact with the same makeup and general purpose, except for the additions of the Coordinator of Community Education and the Chairperson of the division-wide Community Education Planning Council (which had not been filled).

After the first full year of operation under the new reorganization plan, CE staff members thought that the changes had been quite beneficial. The Evaluation Report written at the end of the 1979-80 program year had an upbeat tone, citing the gains made as result of the increased efficiences, clearer responsibilities, revised procedures in effect. Highlights of the 1979-80 evaluation follow:

> Programs for Youth: Several areas showed improvement. Youth participation in after-school programs increased heavily at the elementary schools; the Bellevue program had excellent success in after-school and summer programs; the open gym worked well, especially with both junior highs having their gyms open all year for the first time in at least five years. An Art Awareness Program for young children attracted 135

students; athletic teams and leagues were formed; and nine of the elementary schools had after-school programs offered. Three promising signs noted were: 1) principals were very receptive; 2) maintenance staff at the schools provided fine support; and 3) students and parents showed strong support for the classes offered.

Adult Programs: These continued to do well, with 300-400 participating each semester in classes.

Public Relations: Increased efforts were made in this area, with some positive results; the realization existed that more was continually needed.

Program Evaluation: This had been and continued to be a strong area in the CE program.

In-service Training: More formal training was needed by the two program supervisors. A need was mentioned for outside people ("someone with more training") to help and for more involvement with conferences in the CE field.

Interagency Relationships: The positive spirit continued. Cooperative programming meetings were held to assist coordination, and several agencies were contacted concerning coordination of programs.

Citizen Involvement: The CE reorganization hurt the Langston Student Teacher-Parent Organization this year. An Advisory Council still had not been formed, and concerns were expressed in the evaluation as to the "hows" and benefits of councils. The report concluded, "Again, community involvement is the weakest area of the CE program...the heart of the problem lies in my own uncertainty about how it could be effectively developed and an apprehension to start anything unless I feel confident that it can succeed. I am not sure what the solution is, but it lies in my ability to come to terms with the problem."

Community Resources as Supplements to the K-12 Curriculum: This objective, cited as "one of the harder ones to accomplish in community education," was met only partially. Many citizens offered to assist in the schools, but teachers tended not to take advantage of such offers. The Mainline to Creative Education was not utilized to any extent by classroom teachers. Several steps are mentioned which CE staff could take to increase use of community sources. Instructional staff is also encouraged to "make a strong commitment to the use of community resources" in order to make progress toward this goal.

The Interagency Relationship Today

The Danville Public Schools

Unlike the early 1970s, few major changes are occurring today.

Enrollment continues to decline, and more school buildings have been closed, but the citizens, school staff, and school system as a whole have settled into the new pattern fairly comfortably. School integration is taken for granted now, although the housing patterns in the city are roughly what they were before school integration. CE is considered an ongoing program in the community service network, not unlike other social service programs. The vocation wing added to the high school is most popular and has not created a feeling of a separate school, as some feared it might. There is a sense of calm, continuity, stability in Danville's Public Schools which reflects the nature of the community; even the anticipated large Federal funding reductions do not seem to have caused major disruptions in planning and operating of the Public Schools.

Dr. Tom Truitt continues as Superintendent. There are three Assistant Superintendents and a Director of Instruction to whom the Director of Career and Vocational Education, Adult and Continuing Education reports. The current School Board is viewed by some as quite different from the one which oversaw the schools a decade ago. The current Board is characterized as being more special-interest minded than community-wide minded. There is less active interest shown by the School Board member representative to the CE Administrative Council than was true in the past, but the Board as a whole continues to be supportive of the CE and interagency concepts.

Dr. Tom Truitt, in contrast to his predecessor, is a quiet man who takes a low key approach to his position. His support for the CE and interagency concept is strong and well known. He talks easily about his relationships with others in his office and in the CE Administrative Council, noting that the previous relationship between Eargle and Greiner continues

between himself and John Gilstrap, current Director of Parks and Recreation. In Truitt's eyes (as well as many others'), it is this close, warm relationship, more than any other single factor, which insures the effectiveness of the Public Schools-Parks and Recreation coordination.

Jack Lewis continues as the Director of Career and Vocational Education, Adult and Continuing Education. In his current position since 1973, Jack is a team player who maintains a clear sense of his own priorities and views at the same time. He makes his views known at Administrative Council and other meetings, fully and actively supports group decisions regardless of his own thoughts, and is able to express disagreement and an independence of mind while maintaining strong loyalty to those around him. He is extremely supportive of Jackie Rochford's performance in the CE program.

The Depar ment of Parks and Recreation

The Department has won recognition throughout the State for its progressive and creative programs. A good deal of staff effort goes into public relations, with an attempt to keep the citizens continually informed about Department activities and about the field of recreation in general. Public support is strong, according to Department staff. Some of the programs begun in the past 10 years, such as the special populations services for the handicapped, senior citizen activities, and outdoor recreation programs, are growing tremendously.

In terms of its internal organization, the Division Supervisors have been given increasing responsibility over the years. Staff view the decision-making process as a team effort, and supervisors are given a good deal of responsibility in the programming and budgeting areas.

John Gilstrap has been the Department Director since 1975, having served previously as its Assistant Director. John has a strong commitment to

recreation as a profession and a life force, seeing it as one of our most important needs, more important than education and as important as food. To John, recreation is more than a program or activity; it is a state of mind, which helps improve one's self image, a feeling to be developed.

John takes a participatory approach to managing the Department. "I like to hire good people, and then get out of their way," as he put it. There are seven divisions, of which CE is one. Each Division Chief is responsibile for proposing his or her own budget, which John generally incorporates into the overall Department budget. His general philosophy of giving staff plenty of room and autonomy to develop their programs and subordinates seems to have spread through the Department.

John is supportive of efforts to upgrade the professionalism of professional recreators. He requires a B.A. for the staff positions in the Department, has his Division Chiefs operate on a Management-by-Objectives format with quarterly reports indicating the extent to which goals have been achieved. Staff development sessions are offered monthly, with each division responsibile for doing its own. In addition there is a department-wide staff development committee.

Without boasting, John makes clear the pride he feels in his Department and staff. There is a relaxed confidence about him which suggests an appreciation of the long term goals and a desire to avoid arguing about short term issues. He, like his counterparts in the Public Schools, emphasizes his lack of concern over turf, agency visibility, and credit for programs: "We don't care who runs the programs, just so long as they are provided to the citizens." Someday, John thinks, it may become the norm for recreation departments to be administered by public schools, and he would not feel threatened by the change.

Leticia ("Tish") Lindsey is the Assistant Director of Parks and Recreation, responsible for the Playgrounds and Centers Division. She maintains close contact with CE (Jackie reports to Tish within the Parks and Recreation Department) and with the building level supervisors. Tish is strongly dedicated to her field and sees herself as a recreator, not a community educator. She carries the responsibilities of her position easily, and while she clearly knows the field well, she does not use the authority of her position to influence others. Jackie, for instance, often will talk with John about an issue without first speaking to Tish, if it seems to appropriate, and Tish is totally comfortable with his open approach.

Community Education

Danville's CE program, like CE programs elsewhere, can be understoood by identifying its program and process elements. "Program" refers to direct service aspects, usually classes sponsored. "Process" includes those functions which enable professionals, individual citizens, civic groups, and others to solve their own problems and meet their own needs; examples are facilitation of interagency coordination, shared use of facilities, citizen involvement, and the like. These two aspects are not mutually exclusive; for instance, CE may co-sponsor certain programs with other agencies, thus combining program and process activities.

PROGRAM CLASSES AND SITES: The most visible and identifiable CE function is the provision of classes. Until 1980-81, the two primary CE sites in Danville were the Langston and Bonner Junior High Schools. There was also a growing program at the Bellevue Elementary School. A new CE site was added in early 1981 with the start of programming at George Washington High School. A small number of classes and programs take place at other schools, usually the middle schools.

Langston and Bonner: Programs at these two junior high schools are offered on weekdays and Saturdays. Several kinds of programs are offered. For adults, they include arts and crafts, exercise and fitness classes, home arts, self-improvement (such as CPR and filling out tax returns), and special interests (Black history). In addition, several classes are provided in such areas as arts and crafts, fitness, sports and social interests for youth. Fifty or more such classes and activities may be offered during a typical eight-week session (generally six weeks during the summer). Typically, classes are organized by the two community school program supervisors, although other organizations (such as VPI Extension) are also involved in offering classes through CE. An open gym session has proven quite popular during weekday evenings, and this has become a regular feature of the CE session.

Attendance at CE programs is considerably higher than during the early years. In general, more people attend classes at Bonner than at Langston. Reasons cited include the fact that Langston, as the former all Black high school, still has a stigma attached to it (the school is an all-Black neighborhood, and some white residents do not feel safe going to it at night) and the fact that Bonner is a newer, more modern and comfortable facility.

Bellevue: From its small start (see History), the Bellevue CE program has grown rapidly. Today, programs for elementary aged children are offered for all classes and grade levels after normal school hours, in areas such as dance, art, music, tennis, field hockey, basketball, gymnastics, weight lifting, cheerleading, nature study, and camping skills. Programs run for six weeks, usually commencing immediately after regular school ends at 2:30 p.m.

In addition to these classes, two adult programs, in nutrition and adult basic education, were offered during the fall of 1980. Parenting classes also continue.

CE at Bellevue serves a more identifiable neighborhood than do the programs at the two junior high schools. It also serves a younger age group, in general, and was begun with certain goals in mind concerning positive school attitudes. CE is described to the Bellevue students as a privilege, not a right; not all may sign up for after-school classes, and those who wish to take them must participate regularly and show reasonable behavior if they are to remain in the class.

George Washington High School: The move to George Washington was made for several reasons. One has to do with energy use. A study of energy efficiency in the Danville Public Schools revealed that Langston is the least efficient school to heat, while GW is the second most efficient. Another factor was the relatively low enrollment at Langston, a cause of some concern. Finally, the adult and continuing education programs are already offered at GW. Thus, the move to GW was seen by some as a no-loss situation. Certain classes and the open gym period will remain at Langston, while others are tried at GW to learn what kind of community response results. A six-month evaluation of the move was agreed upon when the decision was made to move to GW.

The new program began during the winter of 1981, with a small number of classes offered. No outstanding problems were encountered, and the number of offerings increased during the spring session. The use of a GW teacher to coordinate the CE program there initially, plus the use of other GW teachers to conduct certain CE classes, helped a good deal in the transition. CE staff are very pleased with the start at GW.

Program Staff Responsibilities and Reporting Relationships: The basic organization of the CE program has remained the same since reorganization in 1979. The Coordinator for CE is responsible for overall management of the CE program, including planning, implementation, administration, evaluation and professional improvement. Some of these responsibilities are shared with the administrative council or individuals in the public schools and Parks and Recreation Department. (For a more complete description of the role, see "A Day in the Life.")

She reports to the Director of Career and Vocational Education, Adult and Continuing Education for the Public Schools. In addition, she reports to the Assistant Director for Parks and Recreation on certain matters pertaining to that Department, and in other matters (such as funding) as she talks directly with the Director of Parks and Recreation.

There are two Community School Program Supervisors, one stationed at Bonner and the other at Langston (who is also responsible for the GW classes). They report to the Coordinator for CE and have a dotted line relationship to their building principals, working with them on matters pertaining to teacher complaints, facility problems, and the like. The Program Supervisors are responsible for the planning, staffing, and overall supervision of the classes and activities going on at their respective schools (See Appendix D). During the six- and eight-week sessions they spend much of their time supervising classes, being available to teachers and participants to answer questions and deal with problems, and seeing that the facility is maintained and space made available to groups with needs for it. Between sessions they plan for new classes, find teachers, put together brochures and advertise the coming session. Unlike their predecessors in the mid 1970s (who spent time in more process-oriented activities as well as program supervision), they are clearly in direct service, program-oriented roles.

Some CE programs are offered at other schools. To provide adequate supervision and adhere to the School Board's policy of having a Public School employee present at all times when a school building is in use, part-time staff are hired to cover these programs (See Appendix E).

Another key staff position is that of "custodian" at the junior high schools and George Washington school. Currently the custodians during the regular public school program are employed for the after school and evening hours during which CE is operating. The custodians see that the schools are opened and closed, clean up after classes, help out in case of emergency, and act to help the community school program supervisor when special needs arise. The extent of their involvement varies with their respective program supervisor; in one case, the custodian is asked to participate in many aspects of the CE program, and this involvement is reflected in his understanding and enthusiasm for the program. In the other instance, little is asked of the custodian other than the responsibilities listed above.

Process: CE in Danville is related to the concept of interagency relationships in two ways. It exists through the mechanism of such a relationship (between the Public Schools and Parks and Recreation Department), and it also serves to facilitate such relationships.

The Administrative Council has eight voting slots: a City Council representative, School Board representatives, the Superintendent of Schools, Director of Parks and Recreation, the Director of Career and Vocational Education, Adult and Continuing Education, the Assistant Director of Parks and Recreation, the Coordinator of CE, and the Chairperson of the CE Advisory Council. In addition, community school principals and others whose work brings them into frequent contact with CE are invited to attend meetings, without a vote.

The Council's role in the early years included planning, input into policy making and program development (see History). Today, the role has changed in many respects, and meetings are used to deal with such short term issues as courses being offered, program participation, operational matters, information sharing, and the like. The Council meets approximately three times a year, and the Coordinator of CE is the current chairperson. While a good deal of discussion and decision-making between staff of the Public Schools and Parks and Recreation Department takes place outside these meetings, the Council does serve as a forum for discussion of inter-agency issues. Problems resulting from one agency's use of the other's facilities, how to charge one another for facility use, priority use of playgrounds and recreational areas are some of the topics with which the Council deals.

Most of the planning and decision-making for CE goes on outside of the Administrative Council meetings. Jackie and her two Community School Program Supervisors do the major amount of planning for courses offered each session. Overall planning for the program is formalized in the Five Year Plan for Adult and Continuing Education, into which Jackie had a large amount of input. There was no Parks and Recreation input into that document, although the Department's staff were invited. Jackie reports she had a small amount of input into the Parks and Recreation Department Five Year Plan.

An example of how some decisions are made was the recent opening for a CE community school program supervisor. The Langston position was vacated in January, just as the move of some CE programs to George Washington School was to take place. To fill in, a temporary staff was hired (see Program Elements, Classes and Sites). By April, ads had been placed in appropriate

school, university, and recreation departments. Jackie handled the details of advertising for and screening applicants after she had talked with Jack Lewis, Tish Lindsey, and Bob Haskins, principal of GW High School. Once this group had talked about the qualifications and skills desired, Jackie reviewed the applications, followed up on the references of some, and the group interviewed those applicants who had the best qualifications. The decision of whom to hire was made by the group, with official approval from the Assistant Superintendent for Personnel and Staff Development, Superintendent, and School Board.

As indicated above, good working and interpersonal relationships are often cited as the most significant factors resulting in positive inter-agency coordination between the two organizations. Decisions seem to be guided with this in mind; conflict, when it occurs, is expressed directly but moderately, and the level of trust appears to be quite high. There are no reports of suspected "hidden agendas" among the key staff members, and disagreements appear to be openly expressed if important.

There are many details and decisions concerning Public School and Deaprtment of Parks and Recreation which arise and which cannot wait for an Administrative Council meeting. Budget planning, hiring of new staff, program changes are a few examples. Jackie Rochford, the Coordinator of CE, handles many of these by contacting the appropriate staff person. For instance, if the Parks and Recreation staff wants to sponsor a program at one of the community schools, Jackie would help work out the details. When discussions began concerning the replacement of a Community School Program Supervisor who left in January, Jackie talked with Jack Lewis, John Gilstrap, Tish Lindsey, and Bob Haskins in the process of deciding how to advertise and interview for the position. If a question comes up

concerning budgeting for a particular need, Jackie may talk with Jack Lewis and John Gilstrap to find out what share the Parks and Recreation Department can contribute.

A good deal of the interactions and coordination efforts observed in Danville were of the informal variety. Over the years since CE began in 1972, many staff members of the Public Schools have seen the interagency relationship work well and cause relatively few problems for the Public Schools. As a result, willingness to cooperate and share in facilities and programs has reportedly increased. On at least two occasions, the Parks and Recreation Department has gained permission to construct ballfields on Public School property; Parks and Recreation maintains and uses the fields after school, evenings, and weekends, while the Public Schools have priority use during school hours. This is but one of many instances in which interagency coordination has helped both organizations. The relationship is not a one-way affair--the Parks and Recreation Department has lent use of its facilities to the Public Schools, and its equipment is regularly used by Public School staff.

The nature of most interagency matters is one of informality marked by good working relationships. Many staff point to the positive relationship enjoyed initially by Greiner and Eargle, and they emphasize that continued good relationships between Truitt and Gilstrap set a tone for the whole program.

Danville's CE program helps promote interagency coordination on an as-needed basis. Such coordination seems to take place primarily when CE has a direct involvement in the issue. For instance, VPI Extension Service offers classes throughout the City, including community schools. CE staff help coordinate such classes in the public schools. Occasionally the coordination element becomes fairly complex, as in an instance at Bellevue

School, in which CE did a needs assessment, the Salvation Army provided a facility for the program, and VPI provided the teacher. Generally, the coordination is more routine, involving shared facility space and sometimes publicity.

Some staff time is devoted to facilitating interagency relationships which do not directly involve CE programs. For example, Jackie has been actively involved in the activities of the Danville Area Council for Community Services (DACCS) and is currently an officer. She also worked with an ad hoc committee which met to develop a College for Living (adult education for handicapped adults). The Festival in the Park is another example of CE involvement in interagency coordination.

A major interagency effort initiated in 1980-81 was an area-wide needs assessment. Begun under the leadership of Jackie and Tish, both of whose agencies had a goal of conducting a needs assessment, a task force formed is now preparing to pursue the concept. Over fifteen agencies are presented, many with differing degrees of interests and needs. The scope of the proposed project has widened to include all of Pittsylvania County, and after a slow beginning, a subcommittee began working on a statement of goals, objectives, and overall mission. Jackie chairs these meetings and did most of the work between sessions. In the spring of 1981, a steering committee was formed to do planning, identify resources, and continue the momentum between meetings. While this has helped spread the responsibilities over a larger group of people, Jackie remains in the leadership role and expects to continue to do so. She and Jack Lewis see the needs assessment effort as potentially extremely valuable in the long term.

Volunteers are not being used currently in the programs, nor are there community advisory councils in operation. The current work on a needs assessment will provide an important ongoing process-type activity (the

task force hopes to find funding to implement a needs assessment during the 1981-82 year). A potential vehicle for increased community involvement is the Administrative Council, on which sit representatives of the Public Schools and City Council. Because of sporadic attendance by these two individuals, little citizen input or communication is achieved in this setting.

Bellevue School had positive experiences in enlisting community involvement for its CE program. Parents and teachers attended planning sessions; some neighborhood residents were involved as volunteers and teachers; and a number of parents benefited directly from the parenting and other classes, resulting in their strong support for CE and the school. Bellevue closed its doors as a public school in June, 1981, because of its age and poor condition. It is expected that a CE program will continue for the former Bellevue students.

Budget, Finances, Fees: In recent years, the Public Schools' share has been larger than that of Parks and Recreation, although staff of both agencies say that they try to keep the ration at roughly fifty-fifty. Dr. Truitt noted that "I assume that John (Gilstrap) will put into his budget as much as he can; we do the same..."

Jackie coordinates three different budgets--the School Board budget, the Recreation Department budget, and a local, revolving school account (by "revolving" Jackie means that funds in that account may be kept past the end of each fiscal year, unlike the other accounts).

The school account receives funds from fees paid by participants. These fees include class and open gym fees, fees for special events and materials fees. The school account pays for all instructional costs, which, according to policy, must be self-supporting.

Jackie keeps the budgets absolutely separate, as each has its own restrictions and policies. Essentially, she keeps records indicating that CE classes are either Recreation Department-sponsored, or School Board-sponsored. She charges no fees for Recreation Department-sponsored classes. This not only makes life simpler for Jackie's budgeting, but it also means she has some flexibility in paying instructors of Recreation Department classes. When no fee is charged for a CE class, instructor reimbursement may be less than the $6.00 per hour pay which goes to teachers of fee-generating classes. The Recreation Department has new guidelines concerning pay for teachers; high school students who teach a class, for instance, are now being paid $2.88 per hour, and college graduates are paid $3.68 per hour.

A distinction between School Board classes and Recreation Department classes in the amount of fee charged. When the Recreation Department charges a fee for its own classes, it is based on a rate of $1.00 per class hour; School Board classes charge $.75 per class hour. Jackie has found her approach of providing Recreation Department classes without a fee results in lower fees for class participants, necessary separation of budgets for herself, and the flexibility to pay some teachers at less than $6.00 per hour. During the past 12 months, approximately $8,000 has been collected for participant tuition fees.

CE appears under the Recreation Department's Part Time Personnel line item in four places: elementary schools, middle schools, Langston, and Bonner Junior High Schools. Jackie reports that she has some flexibility in switching between these categories as needed; she always checks first with Tish before doing so. CE material costs are listed separately in the

Recreation Department budget, as are full time personnel.

Jackie notes that she has not found it a problem to pay teachers at different rates. She tells them before an agreement is reached how much she would like to pay them, explains the reason for pay at less than the $6.00 per hour rate (which is usually that she wants to offer a class without charging a fee, perhaps in anticipation of low-income children signing up), and it usually is accepted.

Work on the budget each year begins with Jack and Jackie (with input from the building supervisors concerning part-time instruction and material costs.). If anticipated budget changes involve adding staff or making program changes, the Five Year Plan for Adult and Continuing Education is revised as appropriate. Next Jack usually approaches John Gilstrap to discuss the funding request and seek his support for a given percentage of the increase. Such discussions usually are not taken up in any detail at the Administrative Council Meetings. If sufficient Recreation Department financial support is indicated, Jack proceeds with the request through the school board channels.

Proposed program changes and additions to the CE program usually begin with discussions between Jackie and Jack, or may begin at the Administrative Council. Generally Jackie makes proposals to the Council, having received needed input from Tish, Jack, and others. If there is support on the Council, the proposal follows the budget process described above. A request for an additional CE program supervisor this year followed these steps, but was not approved once it went under review at the Central Office level.

The School Board and Recreation Department budget do not contain the same figures for CE. That is, those costs (such as part time staff paid 100%, by Recreation Department) which the School Board does not contribute

to, do not show up in the School Board budget; the same is true for the Recreation Department budget. Thus, neither document reflects the entire CE program cost.

A Day In the Life...

In order to provide a more complete understanding of the nature of the interagency relationship as facilitated by the CE program, a fictional day in the working life of Jackie Rochford is presented. This day is a composite of the kinds of activities in which Jackie is engaged; it is unlikely that the following resembles any actual working day; rather it is intended to represent the way in which her time is used, the kinds of demands made upon her, and the perceptions of the people identified in the account. This day also uses a fictional character, the new CE Supervisor, Carol, as a vehicle for portraying the learning and labor of CE personnel.

Time: First Week in June, 1981

8:45 a.m. Jackie arrived at her office in the modern attractive Bonner Junior High School Building. She greeted Eleanor, a school secretary who assists Jackie with some aspects of her work, asked if there had been any calls (there was a message to call the Teaching Materials Center—TMC—about some materials to be xeroxed for her talk at noon) and walked into her office. The assistant principal whose office adjoins Jackie's was disciplining a student who had been involved in a fight for the second time that semester, and his voice came through the wall. Jackie smiled, as she realized that the semester was almost over, and she would not be overhearing these interactions for several weeks.

As she was about to call the TMC, a representative from the American Cancer Society knocked on her door and asked if she could see her for a minute. Jackie said "Sure," and they talked for 15 minutes about the Cancer Society's need for a place to hold a fund-raising event. Jackie

assured her she would get back to her with a final answer, but that it looked promising. As the woman left, Eleanor smiled and remarked that it was likely to be "one of those days" for Jackie. "I wouldn't have it any other way...couldn't handle a dull job," Jackie responded.

9:00 a.m. Jackie called the TMC and explained the typing and xeroxing task which she had left for Jack Lewis' secretary. Since this was a handout for a luncheon meeting, Jackie asked if the secretary could please type it up and make the 40 copies needed by 11:30. "I hate to give this to you at the last minute, but I just didn't have the time to do it before," Jackie explained. "Sounds like you've been working evenings again," the secretary kidded her. "Yep, 'fraid so," Jackie said.

9:05 a.m. With a day full of meetings and errands to run, Jackie figured that this would be the best time to call and arrange for the Administrative Council meeting. Usually the next one would be held in the fall, but with the Bellevue School closing permanently and no concrete plans for continued CE programming to serve the former Bellevue participants, plus some questions about the use of the school system's tennis courts by the Parks and Recreation Department she and Jack Lewis had decided to call a meeting for the following week. She first contacted Dr. Truitt to find out what his schedule looked like: "Dr. Truitt, Jack and I talked about having an Administrative Council meeting next week. We were thinking of either Monday or Wednesday morning. Are either open for you?"

"Well, it looks like I have time available both mornings. But this isn't when we usually have a meeting, is it?"

Jackie explained the reasons for the unusual timing. "Not that I mind coming, mind you," Dr. Truitt said, "I was just wondering. Matter of fact, I'll look forward to this meeting, especially with Bellevue on the

agenda. You know, Jackie, sometimes I try to figure out how to make these Council meetings more useful. Back in the beginning, we had lots of major issues to work on--policies, planning, and so on. Lately, it seems like it's mostly comparing notes on classes and all. Not that the communication isn't important, it is.... Say, are Reverend Campbell (the School Board representative) and Stony Bolton (the City Council representative) available?" Jackie replied that she had not reached them yet. "Well, I hope they can make it. You know, it helps us to keep the communication open when we schedule meetings so they can come. Anyway, I guess I'll hear from you as to which day, OK?" Jackie assured him she would confirm a meeting time as soon as possible.

Next, she reached John Gilstrap at the Parks and Recreation Department John was available Monday, but would be out of town the rest of the week at a conference. He asked whether the issue of using the tennis courts could not be dealt with between himself and Dr. Truitt. Jackie said she was sure they could, but thought it was a good topic for others to have input on, especially since it had come up in past Administrative Council meetings. John assured her he would be there if it was held on Monday.

Next, Jackie recalled that Jack Lewis had suggested having the former Bellevue principal, Nancy Ingram, and the principals of the two elementary schools receiving the Bellevue students, at the Administrative Council meeting. Since the director of the Salvation Army (which housed several activities for Bellevue's CE program) was leaving, John thought it would be important to have them. She called to invite them. Nancy said she would be able to attend; the others said they would try to be there.

9:35 a.m. Jackie made a few notes for the Annual CE Evaluation which she was starting to write for 1980-81. Under the section called "Community

Involvement," she wrote down: "Cite continued success of Bellevue Parent Advisory Council and the new Community-School Advisory Council." The community participation had been very good at Bellevue, she thought, and it confirmed her belief that such councils only work if they exist in an identifiable neighborhood served by a true community school, much smaller than the junior high schools. In addition, the strong support of the school principal, the interest of the school's staff, and the availability of adequate space (such as the Salvation Army) all made the difference in Bellevue's success. Jack wanted to see more efforts made at initiating advisory councils; he had had success with one in the vocational area, but she did not see the necessary conditions existing for them at the current CE sites. In addition, she was not all that comfortable in going out to help organize community councils; maybe some of the course work she was planning to take at VPI would give her some ideas in this area.

9:45 a.m. Jackie needed to check over the program statistics which Marsha Gardner had turned in for the Bonner Spring CE classes. Marsha, the Community School Program Supervisor for Bonner Junior High, had an office down the hall from Jackie. Bonner continued to have good turnouts, although the numbers had not increased substantially during the past few years. The figures she had received the previous week for the new George Washington programs were encouraging, especially since the program and staff were new there. She started to add up all the figures for the year when the phone rang. It was a teacher from one of the system's elementary schools. He was concerned that no CE programs had been offered at his school that year, in spite of the fact that a few activities offered the year before had been successful. Jackie explained that she wanted to get more programming into the elementary as well as middle schools, but that budgeting and

coordination were problems. Jackie told him she appreciated his insterest, but that the summer program was already set up and that CE was not being used to sponsor athletic leagues as such. Was an open gym period an option, then, he asked? Not for the summer, but perhaps some sort of program could be tried in the fall. Jackie thanked him for his ideas and interest and promised to get back to him during the summer.

9:55 a.m. Jackie told Eleanor she would be across the hall in the main office taking care of some accounting details and checking for the mail. She asked her to tell Carol (the new CE staff member) to wait for her if she was not back in time for their 10:00 a.m. meeting.

10:02 a.m. Carol was in the office when Jackie returned. "Hi, Carol, good to see you. How did you survive your first day?"

"Well, you said it would be a challenge and you were right! But I enjoyed meeting some of the teachers at George Washington since you and I had talked with Mr. Haskins about the staff. I think they have responded pretty well to having had CE moved into their building, especially since it was done so quickly last January. Why did things happen that way?"

Jackie explained why the move was made, that it was unfortunate there was not more time for planning and doing staff development with the teachers.

"Oh, Mr. Haskins explained that to me after you left," replied Carol, "and I understand it. I'm just happy that the teachers seem to have accepted us so well."

Carol had also read over some materials which Jackie gave her, including recent class schedules, annual reports, and some general information on CE. "I'm beginning to get a feel for the programs and the way things are organized" Carol said. "I'm glad you didn't give me too much CE theory to read; I had enough in college."

Jackie responded that CE theory was not one of her interests either and that it was the actual programming, the "hands-on" experiences that she enjoyed more. "In fact, I'm looking toward more supervisory and administrative training."

After some discussion about immediate tasks to be cared for, Jackie gave Carol a general introduction to what she considered to be key points of operating a CE program in the local schools.

"The principal's support is very important," she began. "He can make it or break it for you. At George Washington I do not think you should have any trouble. Mr. Haskins was involved back in 1972 when CE started at two elementary schools, has been supportive of CE from the start. When he agreed last year to give it a try at George Washington we knew we could go ahead full steam. If he had vetoed it, only Dr. Truitt could have overridden him, I think. Mr. Haskins knows what we're trying to do, and if you stay in touch with him, and don't make any important changes without first checking with him, you'll do fine. Also, the teachers are very important, especially when you realize that for most public school teachers, their perception of CE means "more work" due to the wear and tear on their rooms and equipment. We have fine teachers here, I'd say, but you have to understand what we're doing from their perspective, too. They're used to having their rooms looking the same way in the morning as they did when they left the evening before. Teachers, especially teachers in the vocational area, are protective of their rooms, particularly when there's a lot of expensive equipment in them. Jack Lewis, whom you met at your interview (and we're going to take a run over there this morning so you'll see him again), encourages the vocational teachers to regard the rooms and equipment as theirs. He figures, if the teachers don't care, who will? So, after the principal, the teachers must be given a lot of attention, and sometimes

you're going to catch some flak that won't seem fair. For instance, if a teacher comes in one day and finds things looking messed up, he or she is likely to call the principal and complain about CE and maybe about you. Well, you might absolutely know that CE wasn't in that room the night before, or that you saw the room after the class left and it was clean and neat. But, you see, CE is the most visible, the most obvious one to blame, (since we're around a lot), so you may catch it. Most teachers are fair and just need to know that you understand their concerns and their needs and that you'll work toward resolving complaints."

Carol looked a little worried. "Did I scare you?" Jackie asked with a smile.

"No, I guess I just didn't realize that the job would be so political," she said.

"Well, we have a good start at George Washington, and you may have very few problems. I just don't want you to be surprised."

Next they talked about the situation at Langston. Jackie told her about the school's history, the possible stigma because it was an all Black high school, and the history of CE there. "Again, it is real important to get to know the principal there. Mr. Crews is a good man, and he believes in CE. I know, because I was the building-level supervisor there for three years, and I got to know him pretty well. He isn't always available to talk with during the day, because he has lots on his mind while school is on, but you can catch him late in the afternoon. He's easier to talk with then."

Jackie related Mr. Crews' career to Carol. As Danville's first supervisor of adult basic education, he had an early interest in the lifelong learning concept so central to CE. To him, CE primarily means teaching adults in the public school after the K-12 program ends. He came to

Langston in 1976, after serving several years as principal in elementary schools.

"Mr. Crews is a genuine believer in the CE concept," said Jackie. "He feels that citizens paid for the schools, so they should be able to use them, all day, all month, or all year. You have to keep this in mind, because he also gets pretty protective and worried about certain uses of the building when we suggest new activities. He is aware of the costs of extra facility use (broken windows, things like that), but he also knows that CE increases the public's support for the school system. So you just have to take some time, don't push him, let him feel comfortable with you and get to know he can trust you, and you'll do OK with him. The same is true with the teachers there. What you have to remember about them, as I see it, is that they handle some fairly rough kids, and they sometimes feel that they don't get enough support. So to them, you may represent one more demand that doesn't give them anything back. CE has been at Langston for a long time now, and nobody is really challenging the idea. It's just that you'll be new to them when they come back this fall, and it'll be helpful to spend some time just talking with them, getting to know them, letting them know you're human too, and that makes it easier for them to cooperate."

"In fact, that's true of lots of things about CE around here."

"What do you mean?" Carol asked.

"Well, we don't put a lot down on paper. We have a School Board policy, and a facilities-use policy--the things I showed you in the CE manual. But mostly, CE works well here because people get along well. Truitt and Gilstrap do; I work well with all the people on the Administrative Council; and when people around here like you, it's a lot easier to get things done."

"Who else do you think I should get to know?" Carol asked.

"Ho, that's probably plenty for now," replied Jackie, "since you'll have lots to do getting the programs going and finding out who we've been hiring for teachers. At some point you'll get to meet Dr. Truitt, the Superintendent, and John Gilstrap, the Parks and Recreation Director. They are among the strongest supporters of CE, if not the strongest supporters. If we had a new Superintendent who had different ideas about shared facility use, or someone else in John's position who wasn't as flexible as he is, it's possible CE would not last too long, at least not in its present form."

Carol asked about contacts with other CE building-level supervisors, in-service training, the opportunity to go to workshops. "Since my training wasn't in CE, I just feel like it might help me to have some of these experiences."

Jackie responded that she wanted to offer more staff development activities, but had not had time to do much with it yet. "As far as contact with other CE people, there's Marsha here at Bonner, of course, and there used to be several CE supervisors out in Pittsylvania County, which started its CE program around the same time we did. But their Board just cut out the whole CE program because of budget problems, so most of them may not be around much longer." Jackie then explained that the program supervisors in Danville were seen as similar to the public school teachers, in that they were expected to be committed to their particular schools. Jackie also explained that she did not have much money for trips to workshops and conferences. "I think you'll have plenty of opportunities here during the next several months working with Marsha and me to get a feel for putting on programs, arranging for classes, getting brochures put together, and supervising the programs once the next session starts," Jackie concluded.

"I'll work with you on most of this stuff, as I do with Marsha, anyway."

It was almost 11:00 a.m., and Jackie suggested they take a ride over to the TMC to get the materials she needed for her noon talk. First, she made a call to find out if the brochures for the summer CE program were finished. They were. "Tell you what. Let's go downtown first and you can help me pick up the new borchures so that we can start work on getting them mailed. Then we can stop at TMC on the way back."

Carol agreed, and on the way out, Jackie explained to Eleanor the two stops she would be making before going to the Chicken of the Sea Restaurant for her luncheon meeting.

On the way downtown, Carol asked what connection VPI had with CE.

Jackie explained that VPI often offered classes through a facility obtained by CE. In these cases, in fact, the CE staff publicizes the class. In addition, Doris Pritchett, who heads up the local VPI Extension Unit, has done joint planning with Jackie. On occasion, VPI also helps in finding a teacher for a CE class. It is to their mutual advantage for their two agencies to coordinate. Jackie said that Doris realizes that an adult who takes an Extension class offered through the CE program will learn about other adult education offerings in the City and perhaps have an increased interest in future classes. In addition, Extension has been under some pressure from the Federal Government to increase its minority enrollment. By offering some of its classes in public school buildings, Extension more easily locates itself in areas accessible to all elements of the community. For CE, the relationship means that more classes are offered through the schools, and CE is able to help more adults receive services.

Carol also asked about the Danville Community College (DCC) and its Continuing Education component. "I'm sorry to ask all of these questions, but I'm having trouble keeping all the agencies separate in my mind," she

said.

"That's understandable," Jackie responded. "There are a lot of agencies, and to some people we all do the same thing. DCC apparently had some connection with CE during the first few years of our program, but there hasn't been much contact with them since I've been here, not until this year, that is. Max Glass, who directs their continuing education area, got involved in the needs assessment meetings I told you about yesterday. After a few meetings, he was one of the people who seemed most interested in what we were trying to do. It wasn't easy coordinating all of those people, at least not at the start. Everyone had his own idea of how we should proceed; different people came to each meeting; and we had to repeat lots of stuff. It got pretty frustrating, frankly. Max kept coming, and he agreed to serve on a task force whose purpose was to make explicit our goals and objectives for the assessment. I think he and I got to know each other better, and now it looks like we may start coordinating. They are running out of space for their classes in the City, and we can help them with that. They've been using CE resources in Halifax and Pittsylvania Counties for a few years, I understand."

They arrived at the print shop where the brochures were waiting. Jackie thanked the man for his help and piled several hundred brochures into her car. "Will I have to use my car a lot?" asked Carol.

"Some," Jackie replied. "Most of your time will be spent at Langston and George Washington, but there will be occasions when you'll need to drive to the Recreation Department or another place for a meeting."

On the way back to the TMC, Carol asked Jackie how she got interested in CE originally. "I guess it began during my undergrad days," she began. "I took an independent study during my junior year and got involved in a needs assessment. Next year I worked with an after-school enrichment program

as a tutor, and really liked it. I enrolled in a CE masters program when I graduated."

Jackie described how she began to see herself as a future Community School Coordinator once in the two-year CE program. "My interests were in applied areas; I just took two CE courses, the rest in recreation administration, things like that. I couldn't really get into the philosphy and theory too much; I guess I've always liked the direct aspects of coordinating and working with people. I didn't read a whole lot about CE during those two years," she recalled.

During her first year in graduate school, she had ample opportunity to become actively involved in programming. The CE coordinator of the local school system had left, as did the school superintendent. She found herself with a good deal of independence and thrived on the autonomy. After a similarly independent placement in her second year, she graduated and took the Program Supervisor position in Danville.

"As I see it, my job is largely supervisory. That was made clear to me when I was promoted during the reorganiztion in 1979. I spend a lot of time observing the programs and lots of evening hours talking with my supervisors. I try to stay involved with interagency activities around town too, and that can take time, like being an officer of DACCS, where I'm speaking at noon, and especially the needs assessment work this year. I like to keep involved with my special interests too; I thought of going into Special Education at one time, and here in Danville I'm on the Association for Retarded Citizens Board, and help out with Special Olympics. But I guess most of my time is spent with the CE programs. I do lots of running around, and I guess some people might delegate this stuff to others, but I like to do it, and feel like I need to stay involved with all of these

coordinating activities. The only problem is that tending to the nitty gritty things takes time away from some other responsibilities, like the staff development you asked about."

"You know, it's funny. My job is really what I make it. I get good support from the School Board and Parks and Recreation people, but actual program direction comes basically from me. It felt funny at first, having so much independence, but I like it now...I suppose it would be good to have more time for some of the coordinating functions that you read about in the CE literature, but I'm not sure that that will really be possible here, and I wonder sometimes if it even is such a good idea. You know, at meetings people will often say, "it seems like we need somebody to coordinate this or that," and then they look at me, as though CE is the obvious place to provide the coordinating. Not that that's bad, mind you, and we all agree on the merit of coordinating, but, how do you do it? Everyone talks about coordination, and nobody really seems to want to guard their turf, but getting people to actively agree and coordinate, that's difficult. Ideally, CE is far more comprehensive than we have here in Danville; usually it involves lots of citizen involvement, interagency coordination, needs assessment, which we're moving toward, but there are factors her which make it unlikely that we'll move too much in that direction."

11:25 a.m. Jackie glanced at her watch and realized what time it was. She always liked being on time at meetings, early as possible, especially when she had some responsibility for the meeting, as was true today. They pulled into the parking area next to the trailer which housed the IMC.

"This is where Jack Lewis works and his secretary sometimes does some work for me, like this zeroxing for the luncheon meeting."

They walked in, and as Jackie went to check out the copies waiting for her, Carol noticed Jack standing at his office door. They exchanged greetings, and Jack asked her how the first few days were going.

"Well, there is a lot to learn about," she smiled, "but I think I'm going to like it just fine. I know it will make more sense to me once we get some activities started."

Jack nodded and asked if she was spending some time with Jackie today. "Sure am, and she is a storehouse of information," Carol answered.

"She's that and a whole lot more," Jack said. "If we had ten more like her around here, we'd be in great shape. She's a real go-getter, keeps her eyes on the programs all the time, always follows through... people around town know you can count on Jackie; she's one of the best."

Jackie had the materials she needed; and as she started to leave, she replied to Jack that he looked awfully thin lately and should start eating lots more fatty foods and starches to build himself up for the coming race that weekend. Jack grinned and told Carol that since he and Jackie were both joggers and sometimes ran in the same races, they were always trying to fatten each other up.

11:40 a.m. They arrived at the restaurant, met Doris Pritchett (from VPI, this year's DACCS head) inside and Jackie, after introducing Carol to Doris, started helping organize some of the tables and materials for her presentation. DACCS, an association for those interested in community services, meets monthly to exchange information and hear presentations on new and existing services. Doris chatted with Carol about DACCS, its past and current activities, and noted that Jackie was a very active member and officer this year and was slated to take Doris' slot with the group next year.

"Jackie really seems to get around everywhere," Carol said.

"Well, that's right, she does, and we need more people like her. I especially would like to see more young people like Jackie in DACCS. You know, we have a very nice group which meets here each month, it's almost like a family. But for some of us 'old timers' it would be good to see more new, young faces. It wouldn't hurt to get some business and industry represented, too. I certainly hope we'll be seeing more of you at these meetings, Carol."

Carol smiled and said she hoped so too, although she had the impression that it was considered more Jackie's role than the Program Supervisors' to attend such meetings.

12:05 p.m. Over 30 DACCS members and guests had gathered and begun to take their seats. Doris Pritchett welcomed the group, briefly stated the agenda, and asked if anyone had any announcements. Two social service workers told the group about new summer job placement services at their agencies, and Jackie introduced Carol to the group.

Lunch followed. Carol had taken a seat at one end of a table, and had not noticed until after the announcements that Jack Lewis had come to the meeting and was sitting two seats away from her. Jack was talking with the man next to Carol, who turned out to be John Gilstrap.

"Real glad to meet you. Tish told me how pleased she was that they hired you, especially with your fine background. We like people with Recreation and PE training, don't we, Jack?" John and Jack did not miss too many chances to kid each other.

During lunch, Carol took the opportunity to question Jack and John about some of the issues on her mind--what CE means, and how the interagency relationship between their two agencies is perceived. Jack responded first,

noting that the CE concept meant lots of different things, depending upon whom was asked. He said that in Danville it had come to mean expanded facility use and educational/recreational programs for the community. As a concept, Jack said he saw CE as a total education program for the entire community, including recreation. "The regular day educational program is important, but no more so than the evening program.... CE can be a very comprehensive notion, including social services and other activities. I've occasionally thought that if I had the opportunity to begin a new school system somewhere, if I were the first superintendent, I would make it a community education system."

"For us, what it comes down to is better facility use," John added. "You know, a lot of recreation people don't like CE. It can be kind of threatening when someone from CE says that their program is going to serve all of the community's needs, and maybe they don't keep in mind that the recreation folks have been doing certain things for a lot longer than CE has been around. I'm all in favor of CE, the way we have it in Danville, and I can't imagine someone coming into my job and not liking it. We have the best of both worlds--our facilities, plus the schools'. And there's something unique here which, if you haven't noticed it, you will soon. We don't argue with the schools about turf. If the new city swimming pool is run by the schools, that's fine with us. Or if we handle some new tennis courts, and the schools have use during the school day, there's no problem. We just like to see the services get delivered, and it doesn't really matter which agency has its name on the program brochure."

Carol was taking it all in. She liked the easy rapport that Jack and John seemed to have and the way they spoke about cooperation, especially when she recalled Jackie's comments that lots of people talk about

cooperation and coordination in Danville, but actually getting the behavior is not so common.

Her thoughts turned to her own position. She knew what the position description said, but she was interested in how John and Jack saw the job. John responded first.

"Well, this is an area where you'll get some different opinions, Carol. And I realize you're new on the job, and maybe this will be confusing, but we're pretty straight with each other when we disagree, and we don't see eye to eye on this one. See, we kind of feel like the Program Supervisors need to be involved with the Recreation Department as well as the Schools. I know your pay check is signed by the School Board, but I just don't see how someone in your position can do the job well without knowing what else is going on around town, at the Recreation Centers, and so on. So I'd like to see you and Marsha be able to attend our weekly staff meetings, get in on our staff development sessions as much as possible, and really become part of our staff. I think that's important. I guess what I'm saying is, we see these positions as professional ones, where you ought to be required to have a BA in a related field (I know you do, but we don't require it), and you have the time to move around, get to know your colleagues in the community and understand what our Recreation Department is doing."

Carol turned to Jack, who paused and smiled before responding. "John's right, Carol, when we disagree, we're frank about it. You see, back in 1974 and 1975 we had a couple of staff who were all fired up to get CE moving in this community, and they did a lot of good things. Only problem was, it seemed like there were a lot of meetings that they were both attending, and we didn't have Jackie's position at that time, so when they were moving around town going to meet with people, it didn't leave anybody minding the store. We tried some CETA employees for a while to

give us the coverage we needed at the junior highs, but that didn't work out. It just seemed like our Program Supervisors were not as interested in supervising programs as in coordinating. And we needed the coordinating element, but not at the expense of program supervision. After all, it's our programs that we're evaluated on. People look at how many citizens took our classes, not how many agencies we might get to a meeting on needs assessment."

"So we had to make a change, and in 1979, we created Jackie's position. Now it's Jackie's job to do the coordinating aspects, as well as oversee the programs and the two Program Supervisors, and we expect the Program Supervisors to cover their buildings."

"As far as what John said about this being a professional job and have a BA, I agree it's a professional job, but having a BA doesn't guarantee anything. Let me tell you, I've worked with a lot of people in the vocational field, and some of them only got through high school, but they knew what they were doing with their equipment, and they could teach as well as anyone."

It was almost 1:00 p.m. and most of the group had finished lunch. Doris introduced Jackie ("...someone who really needs no introduction, you all know Jackie..."), who handed out the schedule for the summer CE session, as well as a summary page outlining the basic CE facts.

Jackie seemed to be enjoying herself as she described the current CE program, the recent move to George Washington, possibilities for the former Bellevue students, and for programming at the middle schools during the coming year. Carol recalled having asked Jackie if she was nervous about the speech on their way over and Jackie's response that she liked taking about CE and did it so much she could do it in her sleep.

There were several questions after her talk, most having to do with specific details of the program (numbers attending the classes, what programs would be continued at Langston, etc.). There was one question Jackie had not heard very often before.

"What would you say are the main costs and benefits of CE, and of this unique interagency relationship, for each organization?"

Jackie noted that it might seem the benefits are clearer for the Recreation Department than for the School Board. "The Recreation Department has greatly expanded facilities at their disposal. In addition, other School Board personnel have become more open to the idea of cooperating with the Recreation Department staff because of the ongoing and positive relationship they have enjoyed." Finally, she pointed out that CE aids the Recreation Department in that CE results in increased attendance figures on the record sheets. "In a lot of ways, I think the arrangement gives the Recreation Department an improved public image. I really don't see any costs, other than the obvious one that it costs money, but not as much as it would if John Gilstrap had to rent out all these facilities at the going rate.... John, do you want to add anything, from your Department's perspective?"

"Well, I'd just agree with what you have said, Jackie. There is no way we would ever build the facilities we now get from the schools and be able to afford it. And remember, many more people now have access to recreational programs and facilities because of the CE agreement between us and the Public Schools. And we're sharing the staff costs, so everyone gains, really."

"As far as the School Board goes," Jackie went on, "It's mainly increased community support. We think that many people in the community understand we can offer them more programs this way than if we did our

own thing. So we gain good PR, especially as CE attracts people into the school buildings we are using, and they see that the schools are in good shape and are being used and enjoyed many hours a day. I think the people appreciate the fact that we are making efficient use of their facilities."

Other than the increased wear and tear on the school buildings, she could not think of any real costs to the Public Schools. "Mostly, we think that the gains are to the public more than to each agency; that's the way we like to look at it."

Jackie looked at Jack to see if he wanted to respond. He shook his head, satisfied that he would have said largely the same thing.

It was 1:35, past the started ending time. Doris Pritchett thanked Jackie, thanked the DACCS members and guests for attending, quickly a nounced the next DACCS meeting data and speaker, and closed the meeting. Jackie stayed afterward to gather up her materials. Carol asked if she could help. "No, that's OK, I've got almost all of it by now."

Carol walked toward the rear of the room, waiting for Jackie. Ms. Lalor Earle, the secretary of DACCS and a long time DACCS member, introduced herself and asked Carol about her new job. Lalor, who had been collecting money from the members for lunch, showed her pride in DACCS and its achievements. "We work hard to keep the membership totals up there, and we have a few more than last year. It's just so good to see these people come out each month and get the chance to talk and renew acquaintances. Did you know that back a few years, after one of our needs assessments, the local League of Women Voters did a study which resulted in Danville being named an All-American City?"

Jackie was ready to leave and reminded Carol that they had a 2:15 meeting with Tish Lindsay. Carol thanked Lalor Earle, and they left.

1:50 p.m. Jackie asked Carol what she thought of the meeting, and Carol replied it had been interesting sitting next to John and Jack, and listening to their ideas about CE. "They are two of our strongest supporters," Jackie said. "They may have some different ideas about some parts of the program, but they work well together."

They stopped at Bonner on their way to meet Tish Lindsey. Jackie asked Eleanor if there had been any calls (there had been one, from Larry Decker of the MACCE, in response to Jackie's inquiry about a CE intern for the coming year). Jackie decided she would return the call later and also make a mental note that she had not yet called Reverend Campbell from the School Board or Stony Bolton from City Council about the Administrative Council meeting. She told Eleanor where they were going and guessed they would be back by 4:00 p.m.

Before leaving the building, Jackie walked down the hall to see if Marsha was in her office. She was. Jackie told her she hoped Marsha could spend a few minutes with Carol when they returned that afternoon. Marsha said she would, and Jackie left with Carol to meet Tish.

2:05 On the way, Jackie talked a bit about Tish's background. "She was a Parks and Recreation major, then was hired by the Recreation Department here as a therapeutic recreation specialist, working with the handicapped primarily. I understand she was promoted to a supervisory position within her first year, and she became the Assistant Director of the Department about a year later. She's moved up pretty quickly."

Jackie also mentioned her working relationship with Tish. "Officially, I report to Tish within the Recreation Department, although on some things I go straight to John. It's funny, because Tish doesn't really act like my supervisor; we're more colleagues, but I keep in touch with her on what

we're doing and always check with her on changes that affect her department. She understands the program real well, and it's very easy working with her."

They arrived at City Auditorium, the old building housing the Parks and Recreation offices. Once upstairs, Jackie found Tish in the hallway talking with one of the Center Directors about the summer schedule and the new plan for paying part-time instructors. Tish invited them into her office when she finished her discussion, but Jackie excused herself, saying that she needed to spend a little time checking on some equipment which was needed at the summer program at Bonner. Carol joined Tish in her office.

Tish sat down, took a breath, looked at Carol, smiled and said, "Now what were we going to talk about?!" Carol said she did not know what they were "supposed" to cover, but she did have some questions about Tish's role in the Parks and Recreation Department and how she related to CE.

"Well, I wear two hats here, as well as my role with CE. I'm the Assistant Director, as well as the Supervisor for the Playgrounds and Centers Division of the Department. As Assistant Director, I fill in for John wherever needed, especially in terms of trying to help the other supervisors, so they don't have to go to John with everything, as busy as he is. I coordinate all the co-sponsored activities, help with the budget, fill in for John when he can't attend certain meetings."

"As one of the Division Supervisors, I have the same responsibilities as the other Supervisors, except this is our largest Division. So I supervise four community centers, deal with program and staff issues, coordinate the budget for playgrounds and centers, write up the staff policy and procedures, take care of summer playground programs, and get involved with hiring and firing, at least in terms of making recommendations to John."

"I get the general idea. Sounds like you keep fairly busy. Tell me what your role is with CE?"

Tish paused. "Well, I wish I could give you a clear answer, but it isn't real clear. You know, we're pretty informal around here, and the relationship with CE and the School Board is informal, too. Oh, we have policies and a chart showing that Jackie reports to me, but it doesn't really work that way. I feel more like an equal with her, although I think John may see me more as her supervisor. I sometimes approach the Program Supervisors directly, and that's OK if I need to, but usually I start with Jackie if there's something we need to work out between the two agencies.

"Most of our recreation people see me as the CE supervisor. I'm not, but our folks don't see the CE staff as often as we'd like. We ask them to participate, and we've talked about this with Jackie I'm not talking behind her back. It's just that since they don't come to our meetings too often, it's felt that their first loyalty has to be with their programs, so our people don't really see CE staff as part of Recreation.... As far as the formal relationship, Jackie is considered one of the Division Supervisors for John's weekly meetings (and I fill in for CE if Jackie can't come), but it isn't clear to me if CE is a Division itself or is under Playgrounds and Centers."

Carol was still listening, but Tish was tired of doing all the talking. "How did you feel about the interview, Carol?"

"You know, I was thinking about that today, because everyone I've talked with--you, Jackie, Jack and John at lunch, the secretaries, everyone has been so nice and easy to be with; I guess I must have been pretty nervous at the interview...."

"What do you mean?"

"Well, it just seems real different now that I'm 'on board', I guess. I'm sure I was nervous, but at the same time, it seemed so stiff at the interview. Usually I feel pretty good after an interview, even if I don't get the job. But I didn't think I'd have a chance at this one, because it didn't seem to go very smoothly."

"Yea, it was," Tish agreed. "See, we're not used to interviewing together, at least I haven't been a part of that approach before. In Recreation, when we have an opening, I think we do it a little more informally; we try to see what the person is like, let them be themselves. I guess every agency has its own style, and maybe it was that we had different styles that resulted in some of the awkwardness."

Jackie walked in. "Did you get the equipment details worked out?" Tish asked.

"Yep, all set, although I'll have to come down in the morning to pick it up. Marsha works 'till 7 tonight, and she doesn't like to come in early after she puts in extra hours, so I'll come by on my way to work. Have you guys got it all figured out?"

Carol said, "We were just talking about the interviewing for my job. How did you feel about it, Jackie?"

"Well, I think we got a good person!"

"Come on, you know what I mean."

"It was, uh, it was probably hard for the applicants to be interviewed by a team of three or four of us. See, I don't have much to compare it with, because I haven't had a lot of experience in hiring yet."

Carol agreed it had been hard. Then she turned to Tish. "I have one more question. Somebody asked a question at the DACCS meeting today, about what the benefits and costs of the relationship between the agencies are.

How do you see that, Tish?"

"Seems like it's all good, for us. We get a lot of publicity, and there are so many more facility options for us now than we would have without the Public Schools. Actually, it's broader than that, although that's the most visible part. With CE, and the ongoing contact with the schools, you feel you have more of a grasp of what's going on in the community. Also, I think we can help affect how people view recreation; we provide more services because of CE, and maybe that influences how recreation is seen."

"Any costs, or problems, to the Recreation Department?"

"Well, it's not a cost, really, but I don't think most school staff are aware of our involvement in CE. Maybe they see us as the "other guy" who comes in and uses the building, but isn't necessarily interested in the ongoing programs. We support the concept and programs; its not just a question of using buildings."

It was well after 3:00 p.m., and Jackie had some calls to make, plus lots of work to do on the annual evaluation for CE. "Sorry to run, Tish, but we have things waiting for us." Carol thanked Tish for her time, and they were off.

3:20 p.m. On the way back to Bonner, Carol told Jackie she'd enjoyed talking with Tish. "She has an awful lot of responsibilities for a relatively young woman, doesn't she?"

"Yep, and she handles it real well. I think John has a lot of confidence in her, as I observe through the increased responsibilities for the operation that she has. John has had a difficult year dealing with an acting City Manager and having to do lots of political things to maintain his Department."

"Tish said that it's not clear just where CE fits in on the Recreation side."

"It isn't clear to me sometimes, either. Not that it's really a problem, but it seems we're really a part of the Playgrounds and Centers Division, although I know John sees me in the role of a Division Supervisor."

3:30 p.m. Jackie and Carol pulled up at Bonner. Jackie checked in with Eleanor, told her she would be back in a few minutes after checking in with Marsha, and went down the hall to introduce Carol to Marsha. Carol was surprised to find the CE office inside the school infirmary, without any visible CE identification on it. Marsha was there, on the phone with a parent who had called to find out what programs her teenage daughter might have for the summer. When she got off, Jackie asked if she had some time to talk with their new Program Supervisor. "Sure, nice to meet you. Have a seat."

Jackie said she would be back in a few minutes; she had to go check on the coffee and lemonade needed for a parents' meeting set up for that evening.

"Well, are you getting around to meet everyone?" Marsha asked.

"Sure am, Jackie has been great about orienting me. How long have you been working here, Marsha?"

"It's about a year and a half. I have a recreation background, too. Sometimes I think about going back to it; I kind of miss working with the kids. This job is a lot of administration and organization, but that's different than having direct contact everyday."

"Don't you have any opportunities to work with some of the youth programs?"

"A little, I've done some things with a few youth teams, but that's

not really where the job is. This is a detail job, finding teachers, setting up classes, taking applications, and I think it's a good concept. I just miss the kids. I did well in my last job and started off fine here, but maybe the newness has worn off...I don't really like the night work, either. How about you?"

"I'm just happy to have a job. So far everyone seems real nice, and working at both Langston and the high school seems like a real challenge. What's your principal here like? Jackie tells me it's real important to get along well with the principal and teachers."

"Mr. McCubbins? He's fine. I mean, he won't go out of his way to help the program, but he doesn't get in our way either. If there is a teacher complaint, he'll tell me, and we work it out. I think down deep he believes that CE is a good thing, but on a daily basis what he sees more than anything are the headaches, complaints, a few extra costs, you know. It's kind of like the teachers--they don't get much out of CE except some extra problems, so you have to remind them about the extra services and the adults who get to take classes they wouldn't have otherwise. You know, Mr. McCubbins was involved with CE at the beginning here, when it started in a couple of elementary schools; he was principal at one of them. I'll tell you something else. He thinks Jackie is the best. I once heard him say that without her, CE might not last more than five years. He kind of thinks it's a mistake for her office to be in a community school, too. Thinks that it results in her being too involved in the community school program that I supervise."

"I can see how that would be tempting, especially for someone so well organized and into the details of the job," Carol said.

It was after 4:00 p.m., and Jackie looked into the office. "You two still talking?"

"Actually, I need to take care of some things for the coming summer session," Marsha said. "Let's get together tomorrow or the next day, Carol. Good luck in getting started."

"Thanks a lot; nice talking with you," Carol answered.

Jackie remembered she needed to call Larry Decker back about the intern for the 1981-82 year. She asked Carol if she wanted to see anyone else that day. "No, I think I'm all 'interviewed out' for one day," she laughed. "OK, make yourself comfortable; this call shouldn't take too long, then maybe we can get over to George Washington to walk around a bit."

While Jackie talked with Larry Decker, Carol picked up a draft of the annual CE program evaluation which Jackie had started on. She read some of Jackie's notes to herself.

"Dr. Truitt asked me to put something in the report on support bases for CE...I'm not sure exactly what he had in mind. It isn't easy to get City Councilors or School Board members at Administrative Council meetings. When they're there, sometimes I think it inhibits the discussion... Support starts with the Central Office...Dr. Truitt's support is strong. Jack is with the program all the way, too. I don't really know where the School Board stands...John and Tish are strong backers of CE, and nobody really argues about who has more influence over the program...one time, though, I remember hearing Dr. Truitt remark that he felt the Schools own "51% of the stock in the program." It's a lot more than that, if you look at how much money the School Board puts into it, but both agencies back it with their support...I don't think the school principals have strong feelings either way, although I've got the impression that they wouldn't

characterize it that way. And they can do a lot to make life hard, if they don't back us.... The teachers are about the same, but they are usually understanding if you take the time to explain it to them, and be sensitive to their concerns....

The agenices and groups in town who have been helped because of our interagency relationship and the open school concept are also among our supporters. Overall, I guess it gets b ck to Tom and John, who have a special interest in the facility use and added program parts, and Jack and Tish, who look at it from a broader perspective (i.e., interagency possibilities, community involvement in the K-12 program)."

Just as Jackie finished her call, the phone rang. It was Sellers Parker from the YMCA, asking about the status of the needs assessment task force.

Jackie explained that the work was continuing--many agencies were being represented to the effort, and the current task was to get formal letters of support from directors of each agency.

"Well, I'm glad things are still moving along." Mr. Parker responded. "You don't need a letter from me, do you? I've been in favor of this sort of thing all along, since we like to see cooperative efforts among the agencies."

Jackie explained that she knew he was supportive, but that they did want a letter from him as well as from all the other agencies involved and that she hoped he could send one off soon. He promised he would get to it that week.

Jackie got off the phone. "See you've been looking at my notes for the evaluation," she smiled. "It's a useful exercise, a good discipline and it makes me think about where we've been, where we're going."

It was going on 5:00 p.m., and Carol looked tired. "Maybe we'll hold off on that tour of George Washington until tomorrow, OK, Carol?"

"Yeah, I guess I'm not quite into an eight hour routine yet. But it was a great day. I feel a lot more into it now than we started out. I think that once I get into the job and start working on programs, get used to evening hours, meet the school staff and all, I'll feel more a part of things. Want to go out for a beer?"

"Thanks, but I have a parents' meeting to arrange for, and I want to get the brochures set up so we can get them ready for the mailing. Looks like another long evening coming up. See you tomorrow."

Carol waved goodbye as she left, trying to put the day into perspective. She got into her car and wrote herself a few notes before driving home: "Friendly people, most seem very committed--everyone likes Jackie, she has lots on the ball--Don't see any real problems yet, although I can understand Marsha's feeling of missing the contact with kids. I like the programs I've learned about, don't have a clear sense why they are called CE instead of Recreation or Adult Education. I must ask Jackie tomorrow...."

DISCUSSION OF THE FINDINGS

An analysis of the findings of a relationship as complex as that existing between a public school system and parks and recreation department must start with a framework; such a structure provides a "lens" by which the data can be understandable and can provide insights into the reality. This analysis uses two such frameworks. First, a comparison between the literature on interagency relationships and the findings of the Danville Public Schools and Department of Recreation interagency relationships are presented. Second, several research questions posed at the beginning of the study are examined in light of the findings presented above.

Comparison of Findings with the Literature

Incentives and Benefits

In the literature, three incentives for interagency relationship are identified: (1) an agency's need for exchange of resources to meet its goals (the scarcity hypothesis), (2) the desire to make improved use of existing resources and to avoid duplication of services, and (3) environmental pressures or factors. Each of these was found in Danville.

Concerning the first incentive, the Department of Parks and Recreation clearly perceived itself as lacking sufficient resources to meet its goals and had tried for some time to gain access to the Public Schools' facilities in order to offer its programs. Parks and Recreation staff realized that they could offer increased services to the community if they had access to additional recreation facilities. In addition, during the decade of the 1970s, Parks and Recreation was able to offer services in several new areas (e.g., senior citizen programs, services to the handicapped) partly because of the facilities made available by the Public Schools. To a lesser

extent, the Danville Public Schools were influenced by the need to exchange resources and the notion of scarcity. Those Public School staff interviewed consistently replied that increased community support was the major benefit accrued by the Public Schools from the interagency relationship. Another factor which was frequently mentioned by the staff when discussing costs and benefits of the interagency relationship focused on service to the public. Several Public School staff emphasized that the interagency relationship and Community Education (CE) approach enable the Public Schools to provide more services than could be done without such an arrangement.

The second incentive/benefit mentioned in the literature, improved use of existing resources, is a factor primarily influencing the Public Schools. Since the early 1970s, Public School enrollment has been declining. Some buildings have been closed. It is not clear how this situation influenced initial discussions about interagency cooperation between Dr. Eargle and Jim Greiner in 1971 and 1972. Usage of school facilities has been a benefit of the relationship since that time in the eyes of some Public School officials, and they point to the increased use of the school facilities because of CE. Indeed, the CE staff cites the efficient use of facilities as a benefit in their CE promotional literature: buildings are referred to as community schools (e.g., "Bonner Community School"). In addition, the efficient use of resources is cited as a benefit of the relationship when budget requests are presented to City Council. One City Councilor noted that the notion of efficiency regarding CE always receives a positive reception by Council, especially relative to avoiding and reducing the duplication of services.

The Third factor, environmental pressures and changes, is also evident in Danville. There is no evidence that actual community pressure

was brought to bear on the Public Schools or Parks and Recreation as a major influence on the decision to initiate the relationship. However, the Public Schools' need for community support can be seen as a type of environmental pressure. Given some of the changes which occurred in the early 1970s, such as desegregation and declining enrollments, it is not surprising that Public School officials cite community support as the major benefit accruing from CE and the interagency relationship.

Parks and Recreation staff also see community support as important; in terms of the interagency relationship, they look at it from a different perspective. One benefit reported by the staff centers on finding increased opportunities to influence community attitudes toward recreation through the use of Public School facilities. Use of school facilities allows the Parks and Recreation to expand its offerings. Thus, one of the interests of their staff, to help citizens look at recreation from the broadest perspective, is enhanced through the interagency arrangement. This interest in affecting citizen attitudes can be seen as an environmental factor and is related to the first incentive/benefit.

Facilitators

Factors which facilitate interagency relationships fall into two categories: (1) process/interpersonal factors and (2) organizational structures and mechanisms. The process and interpersonal issues include the establishment of trust between key organizational staff members, the arrangement of non-threatening situations in which key staff could meet and interact, and the talents and creativity of key individuals. Organizational structure factors include the use of coordinating agencies or individuals, the use of a model for instituting coordinating relationships,

and the matching of organizations with complimentary resources.

The influence of process and interpersonal factors has been in Danville from the inception of the relationship. As previously noted, the staff involved with CE today cite the good relationship between Eargle and Greiner as an important reason for the start of the interagency relationship and CE. The same staff point out that the relationship continues to work largely because of continued good rapport between Truitt and Gilstrap, and between them and the others on the Administrative Council. There is a high level of trust exhibited among the staff involved. For instrance, Truitt indicated that he did not know exactly how much money Gilstrap was able to budget for CE; Truitt said he assumed that his counterpart would always come up with as much as he could. Such a working relationship is built on a substantial amount of trust. In another vein, during the recent interviewing for a new community school building coordinator, the CE coordinator asked one agency head if he would like to be involved in the interviews. Gilstrap replied that he had confidence that the CE coordinator would understand his department's interests and would choose someone capable and potentially competent to serve both agencies. In addition to the element of trust, the importance of a single individual with special talents and creativity arises in Danville. The inter-agency relationship seems to be satisfying both organizations' needs partly because of the talents of several individuals. Several professionals in the Public Schools, Parks and Recreation Department and other community agencies spoke about how the CE coordinator, Jackie, competently performs her job while being alert and sensitive to the needs and potential conflicts between the two organizations. Her ability to manage this relationship has clearly facilitated it. The characteristics and qualities of the other individuals

most involved in the relationship also contribute significantly to smooth coordination. Truitt and Gilstrap not only work well with each other, but also relate easily to others. They set a climate of openness, respect, and cooperation. In addition, within the schools, Lewis has made clear his support of Rochford, and their relationship seems to work easily and naturally. The fact that they can jog together and maintain a productive and professional relationship at work speaks well of their abilities and relationship. Tish Lindsey also seems to work easily in this kind of setting. As was noted above, both she and Jackie report some ambiguity in their roles and working relationship, particularly regarding Jackie's relationship to Parks and Recreation. Both seem able to function effectively together in spite of this ambiguity. In addition, although Tish has responsibility as Jackie's "boss" within Parks and Recreation, she does not feel like Jackie's supervisor; she makes herself available for assistance and gives feedback and help as needed, without overstepping her role.

The second category of facilitators, organizational structures and mechanisms, is less evident in the interagency relationship under study. There was involvement in 1971 and 1972 from the Mid-Atlantic Center for Community Education (MACCE) which was helpful in selling the CE and interagency ideas to the City Council and School Board. In addition, the MACCE was helpful in providing the original grant money for the program. Such outside agencies are cited in the literature as "coordinating agencies," and individuals who function as "enablers," but the help provided by the MACCE was useful primarily in obtaining outside support rather than in facilitating the actual formation of the interagency relationship.

The one structural facilitator which is present in Danville involves the notion of complementary resources and similar or differing goals. Those who have looked at interagency relationships from this perspective agree that coordination is facilitated if the organizations involved have complementary resources. This is clearly the case in Danville: the Public Schools system has the facilities and some programs, while the Parks and Recreation Department has staff and programs, but lack many facilities. As to the issue of similar agency goals, there is no agreement in the literature. One point of view is that it is helpful if the organizations involved in an interagency agreement have similar goals; the other is that differing goals help avoid competition and "turf guarding". In Danville, the two organizations have similar goals only in the broadest sense--they both exist to provide services to the public. On a more concrete level, the goals do not coincide. It is not clear whether the dissimilarity of goals has facilitated the relationship. None of the staff involved in the two organizations pointed to goals as a factor. There are other organizations with complementary resources and goals which are similar to the Parks and Recreation Department--the YMCA, for one--which have not had extensive interagency coordination with Parks and Recreation. Danville Community College is an example of an organization with similar goals and somewhat complementary resources as compared to those of the Public Schools; there has only been a small amount of actual coordination. Thus, it may be that having dissimilar goals has helped balance the interagency relations between the Public Schools and Parks and Recreation.

Barriers

The barriers to interagency coordination identified in the literature

include: (1) organizational autonomy, (2) turf protection, and (3) organizational size. Organizational autonomy encompasses such factors as fear of outsiders and differing professional ideologies and entrenched political processes. None of these has been a significant problem in the Danville interagency experience. Before Eargle became superintendent, organizational autonomy was clearly a barrier; the previous superintendent had a policy which kept other organizations out of the schools. Eargle established an open-door policy, and autonomy ceased to be a problem. This is not to say that there are not differences between the Public Schools and Parks and Recreation concerning such issues as professional ideologies and political processes. There are. The differences have not become barriers, however, because of the incentives and facilitators for the relationship. The relationship satisfies needs of both organizations (scarcity of resources, need to exchange, need for public support), and key individuals facilitate the relationship and manage potential and real conflicts. The end result is that Gilstrap, as the head of Parks and Recreation, may state strongly that he believes a Bachelor's degree is essential for the Community School Program Supervisors; others on the Administrative Council from the Public Schools may offer alternate opinions, but the difference does not impede progress or implementation. The same is true of the organizations' views of the program supervisors' role. Those in Parks and Recreation wish to see a much broader role taken with more involvement in their department's staff meetings and staff development sessions, and perhaps more involvement in other community service activities than is now the case. The Program Supervisors are following their employer's--the Public Schools--guidelines in this regard, and while such conflicts over appropriate roles could easily

cause interagency conflict and stress for the Program Supervisors, such has not been the case.

Turf protection and organizational size have similarly been avoided as barriers to interagency coordination. The attitudes of the key staff involved have contributed to the absence of turf guarding. Some of the staff interviewed noted that the question of turf guarding is one which might arise with Public School personnel, since it is their facilities which are most often involved. It was noted that some principals in the school system have changed over the years, and the newer people have become far more relaxed and open to the notion of making "their" buildings available to others after school and in the evenings. It is not clear to what extent the principals' protective attitudes toward use of facilities was a problem in the past; today it appears to pose no problems. Teachers have often voiced concern and objection when they perceive that CE is causing problems for them in their classrooms. However, this has not been viewed as an actual barrier to interagency coordination. Rather, it is seen by CE staff as an ongoing reality which must be acknowledged, understood, and dealt with sensitively.

Organizational size has been reported to be a barrier in some studies. Large organizations with many departments or units often seem able to meet all of their needs and goals independently. In some cases, size is related to prestige; i.e., large agencies may have high prestige, and those in the agency may be hesitant to enter into relationships with less prestigious organizations. Both the Danville Public Schools and Department of Parks and Recreation are relatively large agencies. The Public Schools' budget is larger than that of Parks and Recreation. One might expect size and the question of prestige to be an issue and possible barrier with these organizations. The fact that the Public Schools contribute more money to

the CE program than does Parks and Recreation is an additional factor which could cause problems. However, there is no indication that differences in size, prestige, or amount contributed to CE have created barriers. One reason might be that individual, one-on-one relationships are still maintained. As has been stated, those in decision-making positions have good rapport and know how to work well together. Another possible explanation is that each organization is having its needs met through the relationship and feels neither any threat from the other nor any stigma from being closely associated with the other. From the point of view of the Parks and Recreation staff, the relationship is extremely beneficial; facilities are used at a cost less than that which would have to be spent to rent, buy, or build such facilities. As Gilstrap indicated, anyone coming into his position would have to like the arrangement, "We have the best of both worlds--our facilities as well as theirs." From the point of view of the Public Schools, the CE program offers increased services to its constituency at a low cost and helps build support for the school system. As Truitt sees it, the Public Schools put more money into CE than does Parks and Recreation; the Schools "own 51% of the stock" and see that the program and staff operate essentially from the school-system-as-employer perspective. Thus, both agencies seem to be getting what they need from the arrangement, which may explain why any perceived differences in prestige, organization, size, or amount contributed to the interagency relationship do not pose problems.

Responses to Research Questions

The second framework used to analyze the findings of this study is the set of questions posed at the start of the study. These questions are:

1. How is interagency cooperation/collaboration defined by each agency official? in the literature?
2. What do the agencies see as the advantages and disadvantages of the cooperative relationship?
3. How important to the continuation of the cooperation relationship are program parameters? environmental factors? program processes?
4. What is the extent of each agency's commitment to the cooperative relationship?
5. How have different groups in the community(e.g., clients of the agency, non-clients) reacted to the cooperative relationship?

Interagency Cooperation Defined

In the literature, several definitions were offered of cooperation, coordination, and collaboration. Essentially, the definitions differed according to the amount of exchange going on between the agencies. Cooperation was defined as involving certain helpful, polite attitudes, mutual understanding, the ability to work together on a common task, and a common effort toward a common goal. This was distinguished from coordination, which was described as the exchange of elements at all levels--staff, facilities, resources, clients, and information. It could include joint purchasing, joint programming, coordinated use of space, and permanent staff liaisons. Finally collaboration was defined as having the high levels of exchange over long periods of time involving programs, funds, staff, and functions.

The definitions of interagency cooperation/collaboration given by those people interviewed in Danville parallel the definition of coordination found in the literature. Staff members referred to exchange, to the sharing of resources, to mutual program development, and to the implementation of programs which exceed that which agencies could do by themselves. Their notion of interagency relationship involves more exchange than is commonly found with the concept of cooperation, but not as much as is usually found with collaboration, which might include the ultimate merger of the separate organizational units or functions over time.

Advantages and Disadvantages of the Relationship

Those in the Public Schools see CE and the interagency relationship as a means to enhance their public relations, a way of gaining increased community support, and a way of reaching more citizens with programs. The only major costs involved, from their point of view, are some added wear and tear on school facilities and, occasionally, some difficulties encountered when teachers find their rooms cluttered or their equipment used improperly.

Staff of Parks and Recreation see the advantages of increased facilities use, of reaching more citizens with recreational programs, and of shaping public attitudes toward recreation as major factors in the interagency relationship. They could cite no costs for their agency in terms of reduced agency visibility or reduced autonomy.

Importance of Program Parameters, Processes, and Environmental Factors

Program Parameters. The first program parameter, people, has been discussed at length above. The people involved in Danville's CE program and interagency relationship, their personalities, and the relationships they have formed are clearly major factors in the relationship's continuation. Concerning structure, the two agencies are organized differently. The Public School System has three assistant superintendents and one superintendent at the upper echelon of administration. These four people have several administrative staff reporting to them. In Parks and Recreation, the director has one assistant director who also functions as one of the seven division heads. Each division head supervises several staff who deliver direct services. Thus, the number of the administrative staff in the Public Schools is larger than that in Parks and Recreation; Parks and Recreation has a flatter hierarchy. There is no indication that these differences in structure have played a role in determining the continuation of the interagency relationship. When the CE director needs to talk with the director of Parks and Recreation about an issue, she may speak first with Tish Lindsey, the assistant director, or she may go directly to Gilstrap, depending on the issue. Likewise, she will call Truitt directly if she sees the need. Because of the personalities and relationships involved and because of their ongoing contact through the Administrative Council, differing administrative structures seem to have no effect on the interagency relationship. The task of the CE program centers on the delivery of educational and recreational services to people in the Danville area and the provision of facilities and resources to help people meet their needs. This broad mission encompasses the purposes of

the Public Schools and Parks and Recreation. The goals of the two agencies are similar only in this broadest sense; the goals of CE overlap both agencies. The tasks involved in meeting the interagency/CE goals are similar to tasks performed by the Public Schools--offering classes in public school buildings, hiring teachers to teach the classes, publicizing classes and programs--and are also similar to some tasks of Parks and Recreation--using gym facilities, organizing athletic and recreation programs, and providing space and teachers for hobbies. This similarity of tasks has been useful in maintaining the interagency relationship in that staff of both agencies have an understanding of what CE does, and CE staff are in a position to understand the activities of both agencies. No data were found to suggest that tasks performed by CE or either agency was an inhibiting factor to the interagency relationship. There are differences in some of the technology used by Parks and Recreation staff and the Public School staff. In general, Parks and Recreation staff and administrators place an emphasis on hiring professionally prepared staff, promoting staff development and in-service training, budgeting for conferences and workshops, structuring staff jobs to emphasize a good deal of independence and responsibility, and delegating widely. Staff at the same levels within the Public Schools, teachers and coordinators, do not appear to have the same amount of time and money allocated for staff development and training, conferences and workshops, and in-service training. CE program supervisors have not been as involved in Parks and Recreation staff meetings and general departmental functions as some in the department would like. CE staff follow the Public School personnel guidelines and are viewed as being parallel with teachers as far as staff development and workshops are concerned. These differences, though, have been openly discussed and acknowledged and do not seem to cause problems for the

interagency relationship. Each agency has taken a different approach to similar staff positions, and that seems to be related to some differences in technology. For instance, the area of citizen involvement is one which has not been developed to any extent by CE. Discussion with CE staff has indicated that there has been little training or education on methods by which coordinators could involve citizens in program development and implementation. This is in contrast to discussions and observations of staff within Parks and Recreation, where emphasis is placed on citizen participation. Staff of the department seem aware of the benefits and methods for involving citizens in their programs. Another difference in technology between the two agencies is in the general approach taken toward recreation. CE staff are involved in determining programs to be offered, finding teachers and appropriate places for the programs, and advertising and implementing the program sessions. Parks and Recreation staff also perform these tasks. In addition, there is a philosophy within Parks and Recreation that citizens should be educated as to the importance, and even the meaning, of recreation. Department staff members indicate that they try to structure some programs and information about the programs in a way which broadens citizens' understanding of the role recreation can have in their lives and the ways in which citizens can manage their own recreation activities. Although these differences exist, they do not seem to have any adverse effects on the interagency relationship.

Program Processes. Power, authority, influence and leadership, at first glance, do not appear to have a significant impact on the interagency relationship. Both agencies have staff who make a point of saying that their overriding interest is in seeing programs delivered, not in building empires. The sweet flavor of cooperation which permeates the nature of the

interagency relationship does not appear to be soured by issues of power and authority. When a closer look is taken, however, there are certain patterns which exist in the nature of the relationship which may be explained, to some extent, by power and authority as it exists within and between the two agencies. It was noted earlier that there were ongoing issues over which people on the Administrative Council differ. One such is the question of whether CE program supervisors should be required to have a degree. Parks and Recreation administrators believe strongly that the degree is necessary to insure a professional-level staff; public school administrators do not believe a BA should be required. The CE director says she is somewhere in the middle, but can live easily without the requirement of a BA for her staff. The current policy: BAs are preferred, not required. Concerning the issue of the program supervisors' role vis à vis Parks and Recreation, it was noted that Gilstrap and Lindsey, the Parks and Recreation administrators, would like to see much more interaction amoung the two agencies' staffs, with more involvement in program and staff development. That is not the orientation desired by the Public School staff. The current practice is that the program supervisors follow the roles outlined by the Public School staff and by Jackie, the CE coordinator, who supports orientation of the Public Schools. Differences in perceptions of program supervisor staff roles are also reflected in other ways. Parks and Recreation staff seem to put more emphasis on interagency contact with other professionals in their field than do Public School staff directly involved in the CE program. It was noted previously that Truitt does not support the apprach taken by Hyder and Tomlonovich in the middle 1970s, when, as CE Coordinators, they spent a good deal of time attending meetings with others and working on projects which were not directly related to supervising

their programs. As he stated when asked to comment on CE, it seemed like the CE coordinators, then, were not as interested in being at their schools and supervising the program as in doing other CE activities. Subsequently, Truitt made it clear that he wanted this situation to change; it was made clear to Jackie when she came to Danville that the role of CE coordinators, as they were called then, was to change. The role of the CE program supervisors currently emphasizes the supervision of programs at their respective buildings. The pattern observed in instances of basic disagreement between the Public Schools and Parks and Recreation is that the approach preferred by the Public Schools tends to be adopted. Given that the CE programs operate primarily in public school buildings, and that the Public Schools put more money into the CE program, it appears that their influence plays the major role in influencing the interagency relationship. In Danville a difference exists in the climate of the two organizations: professional development, delegation of authority and responsibility, and informality tend to be emphasized more within the Parks and Recreation Department than in the Public Schools. This difference does not seem to influence the interagency relationship, however. Communication patterns within each agency are different in certain respects. More formality and administrative levels exist in the larger Public School organization than in the Parks and Recreation Department. However, there was no indication that communication is a problem, either within or between the two agencies. Quite the contrary, staff from each organization speak of the positive and open nature of the communication processes. From all indications, this open and ongoing interchange is quite important in maintaining and enhancing the relationship between the two agencies. The differences in size and climate influence the decision-making processes within and between the two agencies. As Superintendent of Schools,

Truitt reports directly to the School Board, which takes budget requests and other information about the schools to the City Council. Gilstrap, on the other hand, reports to the City Manager, not to a Board or the City Council. He speaks to City Council members formally and informally from time to time, but his ongoing and close working relationship is with the City Manager. In addition, the Public Schools have a degree and kind of public exposure which is different, more closely scrutinized perhaps, than that of Parks and Recreation. These differences seem to manifest themselves in a more informal, casual decision-making process within Parks and Recreation than within the Public Schools. When decisions must be made regarding CE, they are made in different ways depending on the issue, as was noted in Findings. In general, though, it can be said that the decision-making process between the organizations appears to be open to all concerned; there is no suspicion that decisions are made according to hidden agendas or differing motives behind decisions. This reflects the high level of trust apparent in this interagency relationship. The decision-making process, then, both reflects the strengths of the relationship and helps to sustain it. In general, those in positions of influence within each agency have strong levels of motivation to maintain the CE program. They believe in the concept and the benefits which the public as well as their respective agencies are gaining. At the CE staff level, Jackie Rochford demonstrates the high motivation necessary to do a competent job, to provide a sound program, and to satisfy the needs and demands of both organizations. Lower levels of motivation were observed in at least one CE program supervisor, an observation made prior to the hiring of a new program supervisor in June, 1981. The extent to which the lower motivation of program supervisors is evident to people on the Administrative Council is unclear; none of those interviewed regard it as a problem, and thus it does not seem to be

a factor influencing the interagency relationship. Those persons in decision-making positions within each agency deal with differences and conflict openly and directly. There is an ability "to agree to disagree" when no resolution seems possible. The general level of conflict appears to be relatively low; there is broad agreement as to the general purposes, goals, and strategies of the interagency relationship and the CE program. Conflicts which do become apparent seem to occur over basic differences between the agencies. Conflict does not seem to influence the interagency relationship, except that the effective management of conflict reflects the strength of the relationship and helps to maintain it.

Environmental Factors. History and ownership play a role in shaping the relationship between the two agencies. The history of cooperation, close working relationships, and trust and informality have a definite influence over the continuing interagency relationship. Several staff indicated that they felt a confidence in the other agency, partly because of the other's history of working cooperatively. Some principals were reportedly open to the CE and "open school"concepts because they had seen Parks and Recreation act responsibly and fulfill its end of the agreements over the years. Ownership is closely related to the program process elements of power and authority; Public School staff seem to have more control over the CE program direction than do the Parks and Recreation staff. This fact is dependent on the facilities and who provides most of the funding going into the program. Politics may have been an important factor in the interagency relationship when the schools were being integrated. It is not an influence today, according to those involved, with one exception. It was noted by a City Councilor that the Council likes to see agencies coordinate, avoid duplication of services, and run efficient programs. Thus, coordination

is politically advantageous, at least with regard to the ongoing support of major funding sources. Societal norms refer to community standards. One City Councilor believes that the close interagency cooperation exhibited between the Public Schools and Parks and Recreation is no surprise. He views the community as a relatively small, southern one; in his mind, people in such communities "just naturally try to help each other." This norm of cooperation, then, seems to be a factor which has enhanced the interagency relationship. On the other hand, it was noted by more than one person interviewed, that many human service professionals talk of interagency coordination and cooperation, but few engage actively in it. Thus, the norm of cooperation is seen as supportive specifically to the CE relationship, but not a significant factor in other such relationships. Concerning ethos and mores (beliefs and morals), no clear relationship is seen in terms of contributing to or detracting from the interagency relationship. The average educational level of Danville's citizens (approximately, 8th grade) might suggest that the community would not place a high value on education. Several staff indicated that many adults hesitate to participate in CE because of their negative association and identification with public schools. For them, going to school was not a pleasant or successful experience during their childhood, and they would rather not reacquaint themselves. As a part of the community ethos which is not supportive of public education, this issue may have detracted from increased participation in CE programs, but it does not appear to have had a negative impact on the nature of the interagency relationship. In fact, it may serve to stimulate the CE staff and Administrative Council towards closer coordination; there are periodic discussions concerning ways of increasing program participation levels. The educational level issue may also have an affect on motivation levels of CE

staff, especially staff who work with the program for a period of time and do not perceive substantial changes of improvements in community response to programs.

Agencies' Commitment to the Relationship

Commitment was probed from different perspectives. Those interviewed were asked questions concerning the payoffs and costs of the relationship, which staff know the most about the relationship, who would care in the agency or community if the interagency relationship and CE were to end, and what would happen with a new head of one of the agencies, one who had different views of the need for CE and the interagency relationship. A strong commitment to the relationship is felt by many staff within Parks and Recreation; it is clear to them that Parks and Recreation gains from the relationship. The director's comment, that he could not imagine someone else coming into his position and not liking the setup ("we have the best of both worlds--our facilities and theirs"), indicates how strongly he believes that the relationship is beneficial to his agency. In addition, CE has allowed Parks and Recreation to expand its program offerings and areas and populations served in the city, thus reaching more people. The directors express genuine interest in reaching as many citizens as possible and helping to broaden peoples' understanding of what recreation is and can be. Involvement with the Public Schools and CE has clearly assisted in this effort and has added to their commitment to maintain the interagency realtionship.

Those interviewed within the Public Schools and CE program indicated a sincere interest and belief in the value of serving the citizenry, and for this reason CE and the interagency relationship were seen as valuable. Principals were less supportive than others, however, and did not see clear

benefits for the Public Schools. Some principals, in fact, were ambivalent towards the overall value of CE. These people did not conceptualize the interagency relationship in a manner which allowed them to state whether they valued it or not. According to the CE coordinator, some people simply take the interagency relationship for granted since it has existed for almost a decade. Jackie sees support for CE and the interagency realtionship within the Centeral Office staff. She knows that the Superintendent, Truitt, and her immediate supervisor, Jack Lewis, are definitely behind it. The School Board's support for CE is not as clear. Truitt indicated that he had never heard a School Board member question the value or suggest dropping the program. On the other hand, he said that were he to leave, he was not sure that new applicants for the job would be asked about their support for the CE and interagency concpts. One School Board member was extremely supportive in his comments about CE. Several people interviewed indicated that with a new superintendent who had different views on the subject, CE might not last in Danville for long. Commitment in the Public Schools towards the relationship, then, depends on the level under investigation. Those most directly involved in the ongoing administration of the CE program are very committed. Principals, however, show lower levels of commitment. The current School Board representative to the CE Administrative Council does not come to those meetings frequently. In addition, Jackie expresses mixed feelings about the value of having School Board and City Council members at Administrative Council meetings; she feels discussion becomes less open in their presence. Truitt sees a political and educational value in having them at meetings. In order to continue the establishment of support and understanding for the CE program, Administrative Council membership will probably remain the same.

Community Reaction to the Relationship

Observations of some CE programs, such as classes and Open Gym, suggest that those who attend are quite pleased with the programs. It is unlikely, however, that participants know that the programs are possible because of an interagency relationship. Rather, participants seem to learn about CE and its programs in the same way they learn about other community activities: word-of-mouth, publicity and advertising in newspapers and other media, and previous contact with one of the programs.

Those who work in community service agencies seem to be supportive of what CE is trying to do, but they probably do not give much thought to the fact that CE is the result of two agencies coming together--"they kind of take it for granted by now," is how the CE director put it. There are exceptions, of course. Mr. Sellers Parker, Jr., Director of the YMCA, is aware of and impressed by the interagency coordination. He has worked closely with the Public Schools and other agencies on various coordinated efforts and understands what is involved and the potential benefits available. In general, it appears that most information about CE, while it typically mentions the joint sponsorship of the program, focuses on CE rather than on the interagency aspect. To a large extent this is probably intentional, as the key staff in each organization do not appear concerned that their agency receive a great deal of credit for coordinating with the other. Staff members seem more concerned that the programs be delivered and used. This concern with providing programs and not with receiving credit works to the advantage of the relationship. The problem with such a posture, if there is one, is that there appears to be fairly low levels of understanding or community support for the interagency nature of CE.

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